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President: Ms. Mejía Vélez (Vice-President) .... (Colombia)

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In the absence of Mr. Sajdik (Austria), Ms. Mejía Vélez (Colombia), Vice-President, took the Chair.

The meeting was called to order at 10.15 a.m.

Dialogue on the longer-term positioning of the United Nations development system (session II)

1. **The President** said that business as usual was no longer an option. Member States had called for the United Nations development system to work coherently and to institutionalize an effective follow-up and review process. They had also emphasized that the system needed to be ready to efficiently support the implementation of the new universal development agenda. Considerable progress had been made and Member States had begun to map the elements needed to align the response of the United Nations development system to emerging challenges in the development landscape; to the need to leverage both public and private resources, in order to increase funding; and to the need to establish a twenty-first century governance structure that reflected the current membership of the Organization and was capable of delivering on the post-2015 development agenda. The dialogue provided an opportunity to conduct technical, purposeful and inclusive discussions from a system-wide perspective. It was also a critical opportunity to ensure that the system was capable of tackling the challenges that lay ahead and supporting countries in the implementation of the post-2015 development agenda. The aim was to produce practical, concrete and action-oriented recommendations as the United Nations development system embarked on its fourth phase of reform.

2. **Ms. Clark** (Chair, United Nations Development Group (UNDG); and Administrator, United Nations Development Programme (UNDP)) said that 2015 was a historic opportunity to shape the future role of the United Nations to ensure that all Member States could contribute effectively to implementing the major global agendas agreed upon. The United Nations development system should be relevant, nimble and able to help countries to deliver on their sustainable development priorities. However, to be fit for purpose in a post-2015 world, the Organization must build on its successes and comparative advantages and overcome remaining institutional and operational obstacles to delivering collaboratively. To that end, the development system was taking a comprehensive look at its objectives, priorities, operations and funding to ensure that it was well positioned to support sustainable development and the achievement of national goals.

3. An integrated approach to addressing poverty and resilience required national Governments to work across ministries and sectors and meant that the United Nations and other development actors needed to be better at combining their efforts and pooling their expertise and resources. Through their experiences in both "Delivering as one" countries and self-starter countries, United Nations country teams had learned a great deal about working together to provide relevant and cost-effective support for countries, and Governments were increasingly recognizing the value of the "Delivering as one" approach as the business model of choice for country teams. The latest quadrennial comprehensive policy review monitoring survey of programme countries conducted by the United Nations Department of Economic and Social Affairs had confirmed that the "Delivering as one" approach was reducing duplication of effort and making it easier for countries to work with the United Nations system.

4. UNDG had introduced standard operating procedures for country teams to deliver collaboratively; they had been agreed across all UNDG entities and approved by the Secretary-General as the way of working in the post-2015 world. Their purpose was to ensure that all entities in the United Nations development system worked together to achieve results for the people and countries that they served. The procedures provided essential guidance on how to establish quality United Nations Development Assistance Frameworks (UNDAFs) and implement them, and how to obtain results that could be monitored, evaluated and reported on. The procedures could be adapted to every national and country team context and represented a new way of doing business for all country teams. While UNDG was accelerating implementation of a second generation of the "Delivering as one" approach, it was also drawing on a range of good practices from around the world to ensure that the system was well prepared to deliver on the new development agenda. A new, integrated business operations strategy was being piloted in 13 countries in order to increase efficiency and deliver cost savings in information and communications technology, human resources and other common services. In Malawi, for example, UNDG was working

with the Government to develop an innovative monitoring framework to generate real-time data on the implementation of the UNDAF and enable the United Nations and the Government to identify obstacles to progress and take corrective action. The new UNDG "Delivering Results Together" Fund promoted integrated and coherent policy responses to support achievement of the Millennium Development Goals (MDGs) and advance sustainable development.

5. Efforts were being made not only to improve collaboration at the country level but also to make headquarters better equipped in the post-2015 world, since work at the headquarters level must always be well grounded in the needs of country-level operations. In preparing for the implementation of the post-2015 agenda, UNDG would undertake a series of initiatives in 2015, including piloting the next generation of MDG acceleration frameworks to make progress on lagging MDGs and considering how to improve collaboration between humanitarian and development actors. It would improve its programming and funding instruments, including pooled funding mechanisms, to give better support to countries in early recovery and transition, and would develop a new risk management framework for pooled funding, which would include a system-wide approach to assessing risk and promoting resilience. It would accelerate the mainstreaming of South-South and triangular cooperation across the system through a new coordination mechanism established in collaboration with the United Nations Office for South-South Cooperation. It would create a new learning and performance management system for a stronger resident coordinator system supported by a system-wide cost-sharing system, bearing in mind that UNDP currently contributed approximately three quarters of the total costs in line with its leadership role in system coordination. It would support countries in ensuring effective, systematic use of national data and developing national statistical capacity to support implementation of the sustainable development goals. Lastly, it would step up efforts to consult with central State authorities, civil society, the private sector and other national actors. All those initiatives would ensure that the United Nations development system was well placed to support implementation of the post-2015 agenda and strengthen its longer-term positioning as a key actor.

6. Looking beyond 2015, UNDG had agreed on a common vision on the longer-term positioning of the United Nations development system. To support sustainable development around the world the system needed to provide platforms for global discussion and help countries to design and implement practical solutions on the ground. The work of the system should be grounded in cutting-edge analytics and strategies focused on tackling inequalities, eradicating poverty and addressing lack of rights, vulnerabilities and risks. More open and common systems were needed for the production, sharing and use of quality data, knowledge and practices across the United Nations system and with other partners, and results-based teams were needed to collaborate with all relevant stakeholders. Operationalizing that vision would enable United Nations country teams to design programmes with stakeholders, provide platforms for shared capacities and operations and be a lead actor in facilitating national dialogues. It would also enable the performance and results of institutions and individuals to be evaluated thoroughly and transparently. The discussion of the concept of "fit for purpose" should go beyond what was possible through the current architecture, resources, technologies and human capacities of the Organization, and should look to a bolder United Nations which would deliver on its new mandates through broader partnerships.

7. In 2016, against the backdrop of a newly adopted development agenda, the General Assembly would decide on the future strategic direction of the United Nations development system. UNDG had made significant changes in its way of working and was well positioned to deliver on the post-2015 agenda. It would work with Member States to take advantage of the opportunity presented by the 2016 quadrennial comprehensive policy review and hoped that the review would look at the whole system and strengthen its ability to deliver meaningful, sustained development results in the post-2015 world.

8. **Mr. Carrera Castro** (Guatemala) said that the universal presence of the United Nations development system was a challenge that must be met because the post-2015 development agenda was universal in nature, covering issues that were a responsibility for all countries. As a result, countries should be accountable for that agenda and Member States should carefully study the best way to ensure universal presence. Member States should also give the Secretary-General the power and resources required to appoint United Nations representatives at the country level, rather than

just relying on resident coordinators, because the agenda was a complex one that involved not only traditional economic and social issues but also less traditional environmental issues and, in some countries, even peacebuilding issues.

9. With regard to the operational programme of funds, there should be more accountability to Member States and therefore more frequent meetings of executive boards. Three meetings a year was not enough, bearing in mind that the boards of most agencies met every week. Broader partnerships for development were needed, which would involve changes to the way in which United Nations institutions were governed. Executive boards should accept members of civil society as permanent members given that civil society and the private sector would play a more important role in implementing the post-2015 agenda.

10. **Mr. Khiari** (Tunisia), Vice-President, requested further information on the transition from humanitarian aid to development assistance and how it could be made efficient and cost-effective.

11. **Mr. Shearman** (United Kingdom) said that the Organization clearly had a universal presence and its universal agenda was designed to leave nobody behind, which implied a focus on the poorest, most marginalized and most vulnerable populations. His delegation wondered how it would be possible to combine the universal mandate with a particular emphasis on ensuring that the Organization truly left nobody behind. UNDG, and the United Nations system more broadly, had an important role to play in achieving that goal. In that regard, both the normative and the operational functions of the Organization had to come together in the new agenda, as both were important.

12. **Mr. Dunn** (United States of America) said that trial and error were key elements of the innovation process and, in order to learn, people had to take risks. Unfortunately, the United Nations and the rest of the international development system was risk averse. The Organization needed the space to take risks, try new things and even occasionally to fail. Member States and United Nations institutions should create an environment that promoted new ideas. It was not merely a matter of improving the way in which the United Nations designed and implemented programmes; it was about how the entire system could be shifted to value and reward innovation and experimentation.

13. Partnerships with the private sector, civil society and academia were key drivers for introducing greater innovation, experimentation and creativity for change. In 2000, the Global Alliance for Vaccines and Immunization had brought together the public and private sectors to give children in the poorest countries the same access to vaccines that children in rich countries enjoyed. That initiative had saved thousands of lives and its joint financing policy, which required Governments to help pay for the vaccines, ensured that countries would continue to make vaccine supplies available to their citizens. Such initiatives should be implemented more often in the United Nations system. The Organization's professional staff needed to be as creative and innovative as possible in devising better solutions to problems, and innovative ideas from outside the system should also be welcomed.

14. Member States needed to consider how they could deploy the limited public funds available to unlock investments by the private sector, civil society and other stakeholders, in order to ensure that the ambitious goals of the post-2015 agenda attracted the resources that they needed to succeed. Practitioners and development workers in the field should be part of ongoing discussions on monitoring and evaluation. To find out what worked, the Organization should learn from those who had practical experience on the ground. The United Nations must be fit for purpose, but Governments and non-governmental organizations also needed to reflect on whether they were ready to deliver on pledges made, which included being accountable to citizens and allocating enough resources in the right way. After all, everyone had room to improve and everyone should be fit for purpose, since a universal agenda would require change from each and every stakeholder. Quality, transparency, accountability and innovation must become priorities across the United Nations development system, and demonstrating them would be the only credible way for the Organization to show that it was best positioned to deliver development results.

15. **Ms. Fotina** (Russian Federation) said that Member States should continue to base their development work on the decisions reflected in General Assembly resolution 67/226 on the quadrennial comprehensive policy review and should formally discuss how best to implement that resolution.

"Delivering as one" should be one of the models of United Nations presence that could be adopted by countries voluntarily. Her delegation had consistently emphasized that making "Delivering as one" mandatory might harm the United Nations development system. Given its understanding that standard operating procedures were applicable to all countries and national contexts, it sought clarification about whether they would be used for all countries instead of only those adopting the "Delivering as one" approach.

16. **Mr. Dias Favero** (Brazil) said that the quadrennial comprehensive policy review was important to ensure transparent setting of priorities for the United Nations development system. Nobody could dispute the importance of peace and security and climate change as major objectives for all Member States but there were other equally important issues. While the United Nations development system must be fit for purpose, his delegation wondered who established its purposes. There was a lack of transparency in governance and responsibility to Member States that must be addressed. In particular, there was not enough dialogue between Member States and the Chief Executives Board for Coordination (CEB) and dedicated teams were needed to administer and manage funds, programmes and executive agencies. Developing countries encountered difficulties because three CEB meetings a year were not enough. Member States should be more involved in the task team established by UNDP on the upscaling of the United Nations Office for South-South Cooperation. His delegation sought further information on that initiative, which was both timely and valuable. In that regard, Member States should play a role in the process, rather than just being informed about its outcome.

17. **Mr. Usui** (Japan) said that renewing and strengthening partnerships globally and within countries would be crucial to successful implementation of the post-2015 development agenda. The United Nations should therefore actively assist Governments in their efforts to coordinate activities involving different stakeholders. In 1999, Japan had established the United Nations Trust Fund for Human Security, which relied on coordination among multiple organs, as did also the Peacebuilding Fund. Given that the resident coordinator played a crucial role in ensuring integrated coordination, it was encouraging to learn that the resident coordinator function was to be strengthened and supported from headquarters.

18. His delegation was pleased that the "Delivering as one" initiative was on the right track, but stressed the importance of learning lessons and leaving room for flexibility to make improvements. It would welcome information on further developments relating to the standard operating procedures. Lastly, although the post-2015 development agenda should be holistic and comprehensive, it should not be an excuse for the bureaucratic bloating of the United Nations system.

19. **Mr. Lennartsson** (Sweden) said that the transition from the MDGs to sustainable development goals would keep the United Nations development system preoccupied for some time after the adoption of the new agenda. The Organization must be relevant and fit for that great challenge. The new development agenda was much more ambitious, integrated, complex and universal than the one under the MDGs. The traditional service delivery model, — which was project- and programme-oriented and focused on resource transfer — had been dominating the approach adopted by the United Nations in many programme countries, especially the poorest and most fragile, and that approach would remain relevant in most of those countries. However, in a new era of sustainable development goals, the United Nations development system also needed to adopt a different approach. In the emerging economies and middle-income countries, in particular, where the service delivery model seemed less relevant, there was a need for a stronger focus on integration and the provision of global public goods, as well as on normative and standard-setting functions. Such issues should be one of the starting points for the discussion on the longer-term positioning of the United Nations development system. His delegation wondered what the implications of that transformation in the development landscape would be for the broader United Nations development system.

20. **Mr. Bargawi** (Observer for the European Union) said that his delegation sought more information on the linkages between the country and headquarters levels. It welcomed the progress made with regard to standard operating procedures and delivering as one. Some major issues had to be tackled and discussions should be grounded in evidence from the country level. During the quadrennial comprehensive policy review Member States had heard relentless calls from the country level for headquarters reform so that

headquarters could deliver benefits at the country level. His delegation wondered what the key challenges were in that regard as Member States looked towards the next quadrennial comprehensive policy review in 2016.

21. **Mr. Suazo** (Honduras), noting that the "Delivering as one" initiative was not new and progress had been made in some countries but not in others, said that it would be useful to know where the initiative had failed and what needed to be improved so that lessons learned could be applied throughout the United Nations system. When it came to development, one size did not fit all; some issues were more important in some countries than in others and a differentiated approach was required. Just as nobody should be left behind, it was also important that no issue was left behind. A global agenda should address all issues equally since all were equally important.

22. **Ms. Clark** (Chair, United Nations Development Group (UNDG); and Administrator, United Nations Development Programme (UNDP)) said that Member States needed to consider what kind of United Nations presence they wanted in the post-2015 world. If they wanted a United Nations official to represent the entire Organization and the full range of mandates in a given country they needed to consider how that would be funded. Under the current arrangement, which worked in practice, the United Nations resident coordinator was normally the UNDP resident representative, who had a development mandate and sometimes, in cases where humanitarian coordinator status was accorded, also a humanitarian mandate. It was not a political mandate at all, which meant that UNDP disproportionately bore the cost and responsibility of that system. It was for Member States to decide whether they wished to continue that practical arrangement or introduce a different approach. The executive boards of the funds and programmes were very helpful and constructive, and they met three times a year in a full assembly meeting. Member States should decide whether there was a case for an expanded bureau to meet on a more regular basis. The World Bank had Boards of Directors that met each week and Member States could consider whether they wished to adopt that configuration. Regarding the need for broader development partnerships, the United Nations would likely continue as a Member State-based organization, while one that also recognized and worked with civil society, the private sector and other stakeholders.

23. Concerning the humanitarian assistance/ development interface, it was critical to invest in early recovery. By supporting people to get back on their feet and achieve self-reliance as soon as possible the Organization moved development forward. While it was important not to think in terms of a humanitarian phase and then a development phase, Member States needed to look at how funding was configured because currently humanitarian funding and development funding constituted two separate streams and early recovery was often squeezed out. In some countries pooled funding was being tested and other countries could be helped to take that concept forward.

24. With regard to the universal nature of the new agenda, it was of course important to continue focusing on the poorest to make sure that nobody was left behind. The funds and programmes devoted by far the greatest proportion of their resources to the least developed and most fragile countries, as directed by Member States, and that would remain the case. However, the presence of the United Nations development system in middle-income countries was also vital because those countries had made substantial development progress and had a lot to share; the role of the Organization in that regard meant that it was in a position to support South-South cooperation and exchanges of experience.

25. On innovation, trial and error entailed risks but new ideas were needed and individuals should be entrepreneurial in looking for new opportunities. If risks were taken it must be understood that not everything would always work perfectly and it was important that there was not a blame culture because otherwise people would be afraid to fail. Instead, a collaborative culture was needed to encourage risk taking. The way in which organizations were funded had an impact on their capacity to deliver. The Organization had improved its strategic planning and prioritization but at the same time unearmarked funding had diminished. It was vital that major multilateral organizations did not become mere contracting businesses as that was not what Member States had intended. Such organizations had been set up to strategically support countries in achieving their development objectives but if everything was very tightly earmarked it was difficult for them to play that role.

26. The standard operating procedures could be adapted to any country context based on what worked in that context. The quadrennial comprehensive policy review had consistently called for the United Nations development system to be more connected and to work better together, and the standard operating procedures were designed to give guidance to country teams in that regard. Regarding transparency in priority setting, when UNDG set a strategy it was about how to operationalize what Member States had agreed on; it did not establish fresh agendas outside Member State parameters. UNDG strived to meet the expectations of Member States and the term "fit for purpose" meant being ready to deliver on what Member States had decided.

27. She was ready to provide further information on support for South-South and triangular cooperation. The United Nations Trust Fund for Human Security had made agencies work together because it could not be accessed if they did not collaborate. Pooled mechanisms at the country level also made stakeholders cooperate. The new agenda was far bolder and more transformational than the MDGs and it was true that the traditional service delivery model might not always be appropriate. However, needs varied considerably across developing countries and for some countries that delivery model remained very relevant, while other countries might look to the Organization for policy ideas and innovation. The United Nations must be flexible enough to meet the diverse range of requirements.

28. It was very easy to blame headquarters when things were not working at the country level. Although problems had certainly been identified and would be rectified, the headquarters level was not always to blame. The United Nations development system incorporated a wide range of entities, including specialized agencies which had their own governing bodies. As a result, in order to make progress, UNDG had to work through partnership, collaboration and consensus. The "Delivering as one" initiative had shown that better results could be achieved by working together. It was inevitable that when such an initiative was launched in an organization like the United Nations it would be process-heavy. Member States needed to build a culture of collaboration that transcended traditional silos. One size would never fit all and the way the Organization worked had to be adaptable and flexible in order to meet country needs, including both their own development goals and priorities and the global agenda that countries had agreed upon.

Panel discussion: "Longer-term positioning of the United Nations development system taking into account the post-2015 development agenda: country-level perspectives"

29. **Ms. Franceschi Navarro** (Panama), panellist, said that the universal, multidimensional and intersectoral nature of the post-2015 development agenda would oblige Member States to review their economic, social and environmental strategies and programmes at the national and local levels and to devise innovative and transparent strategic partnerships and financial models. The United Nations development system would also have to seek out new forms of collaboration in addition to modifying its operations, programmes and structure at both the headquarters and country levels. While Governments were ultimately responsible for the development of their countries, the Organization had a clear mandate to provide support and should be able to advise on public policy and operating standards that could be applied flexibly in different national contexts, serve as a platform for discussing and designing sustainable solutions and provide accurate analysis and best practices for reaching those for whom a dignified and decent existence still seemed unattainable.

30. Panama was an upper-middle-income country on the road to becoming a citizens' democracy with an impressive macroeconomic performance. Structural inequalities still existed, particularly with regard to the distribution of wealth and opportunities, but her Government was committed to promoting people-centred development. One comparative advantage for Panama was that the country offices and regional offices of several United Nations agencies were based in a single location. Nevertheless, problems such as a lack of interaction and synergy between agencies, competition for funding and high transaction costs highlighted the need to take country-level action to legitimize the mandate of the United Nations and ensure its long-term positioning.

31. A shared vision with common objectives at the global, regional and national levels, and even the local level, was essential to efficiently and effectively achieving the desired impact and change. A common vision would also lead to more coherent messages and

communication, which would improve dialogue with Governments and other partners. Additionally, strong leadership, vision, motivation and commitment were required both from the leaders of Member States and within the United Nations system. It might be worth considering the idea of expanding the leadership responsibilities of the resident coordinator at the supra-agency level, given the importance of the resident coordinator function in strategic positioning, creation of a suitable working environment and provision of support for States' development objectives. National teams should also be strengthened to enable them to participate in the creation of their country's development framework. To ensure efficient use of the resources available for fulfilling commitments made under the post-2015 development agenda, a country-level system based on the principle of "Delivering as one" should be revitalized and fine-tuned in accordance with the specific needs of each country. That was particularly important given that resources were likely to decrease and leave States facing operational challenges.

32. Lastly, it was important for country offices to dare to innovate and implement new models of cooperation involving non-traditional partners, for example from the academic, private and youth sectors. In that regard, the Permanent Mission of Panama to the United Nations in New York had begun to coordinate its efforts with the country office in Panama. Country offices should increasingly position themselves as hinges between global and national efforts, providing flexible support targeted at the State's specific needs.

33. **Mr. Tara** (Chief Director, Ministry of Finance and Economic Planning, Ghana), panellist, said that the United Nations strategy for assisting countries transitioning to middle-income status must be based on the Organization's proven and perceived strengths. Its global development policy and governance structure should be guided by its greatest strength: its widely accepted neutrality. That strength would enable it to play a key role as an arbiter in a development landscape littered with the vested interests of States and organizations. The neutrality of the United Nations must also be used to make the process of developing the post-2015 agenda more consultative and accommodating of diverse contexts.

34. Specifically, the United Nations should consider becoming a non-competing development partner in the long term by ceasing to deliver employment skills training, farming inputs, sanitation services and other country-level services. Agencies such as the World Health Organization and UNDP had been very effective in Ghana in the past but were now in competition with development actors better able to provide services. Such competition reduced efficiency and at times led to duplication of efforts. The fact that there was limited funding available to United Nations agencies at the country level should also be taken into account. It would therefore be best to have those services delivered by specialized multilateral, bilateral, private sector or non-governmental partners, under the supervision of the United Nations. The long-term objective of the United Nations development system should be to enhance its capacity to mobilize and deliver resources through other bodies. Paradoxically, while more States were set to become middle-income countries in the future, levels of inequality and marginalization were also projected to be unacceptably high. Middle-income countries were increasingly being directed to the market for development resources, but very few Governments would voluntarily use commercial funds for social development. Vigorous resource mobilization by the United Nations development system, in partnership with Governments, was therefore crucial.

35. Another future role of the United Nations could be as an even stronger, non-competitive partner for national Governments in the delivery of the globally agreed agenda at the country level, acting as a neutral arbiter to keep competing partners in check. The principle of country ownership had been much discussed, but some countries might not be able to exercise and demand ownership alone. More crucially, the United Nations development system should continue striving to provide effective aid and development. His country supported the principle of "Delivering as one" at the country level.

36. **Mr. Gedamu** (Director, United Nations Agencies and Regional Economic Cooperation Directorate, Ministry of Finance and Economic Development, Ethiopia), panellist, said that there were several major areas in which the United Nations could play a critical role in Ethiopia. It could continue supporting Government efforts to eradicate poverty. It could also help improve productive capacity by supporting development of the agricultural and industrial sectors. Inclusive and sustainable industrialization led by the United Nations Industrial Development Organization,

with a focus on medium, small and micro enterprises, was at the centre of that process. The United Nations could continue to play its current role in humanitarian and disaster risk management, supporting Government efforts to focus on the continuum between development and humanitarian activities. Lastly, it could continue to support good governance and capacity-building, which were essential to maintaining the gains resulting from economic growth.

37. However, there were challenges that needed to be addressed if the United Nations was to have a transformative impact in Ethiopia. The efficiency of country-level governance was not improving, despite the implementation of the "Delivering as One" initiative. Improved thematic coordination between United Nations agencies was needed in order to support transformative and sustainable development. Another challenge was that most of the United Nations development system's funding came from non-core resources, which were unpredictable and provided under rigid conditions and on a short-term basis. To eliminate fragmentation, partners should be able to specify only the general sector they wished to support (the health sector, for example), not specific subsectors or regions within countries. The shortage of funding for specialized agencies must be addressed by considering how to link those agencies with others that did receive resources.

38. **Ms. Karybaeva** (Head, Department of Ethnic and Religious Policies and Interaction with Civil Society, Office of the President of Kyrgyzstan), panellist, said that the main challenge in considering the longer-term positioning of the United Nations development system was to look at global processes in the post-2015 period from the country perspective and the perspective of diverse regions, including post-Soviet Central Asia. Kyrgyzstan had experienced authoritarian rule and inter-ethnic strife since gaining independence, but it had now managed to achieve stability and economic growth, officially becoming a middle-income country in 2014. It upheld human rights and the rights of vulnerable groups, and attached great importance to cooperation with the United Nations in terms of achieving the MDGs and the sustainable development goals. For the period 2012-2017, the UNDAF for Kyrgyzstan was focused on the priorities of the national sustainable development strategy, in implementation of which her Government had adopted a number of programmes on such issues as inter-ethnic relations and government policy in the religious sphere. It was important for national programmes to be accompanied by clear action plans and specific funding from the State budget, as well as United Nations resources. A total of 21 United Nations agencies had offices in Kyrgyzstan and the Organization also played a leading role in coordinating the work of other international organizations. A level of trust had eventually been established, after a somewhat difficult process, and mechanisms for joint cooperation had been put in place. The rapid needs assessment and timely provision of humanitarian and development assistance following the violence of 2010 was proof of the effectiveness of those mechanisms.

39. Her country's experience of working with the United Nations to achieve the MDGs had demonstrated the importance of monitoring. An effective monitoring system had put the MDGs at the heart of the Government's agenda and resulted in most of the objectives being achieved. However, it was important to remember that formal achievement of goals did not mean that the work had been completed, as further qualitative change was required in some areas. For example, post-Soviet countries generally had good indicator scores in the area of education, but that should not distract Governments from the need to improve the quality and accessibility of education. Furthermore, economic instability linked to the global economy meant that progress was fragile in almost all States.

40. Implementation of the sustainable development goals should focus on national priorities. Her Government's priority areas for cooperation with the United Nations included improving health care, education, the environment, food security, employment rates and State governance, which was particularly important in countries that had experienced political instability. The agenda should also be inclusive and take cultural specificities and traditions into account. Moreover, traditional forms of cooperation with the United Nations should be re-examined and the role of civil society should be reviewed in order to take into account new forms of civil activism, such as had emerged in Kyrgyzstan in recent years.

41. **Mr. Hoxha** (Albania), discussant, said that the diversity of middle-income countries in terms of geographical area, political systems, development indices and human rights approaches made it difficult to speak of them as a group. Nevertheless, they all needed United Nations support in designing and

implementing effective social policies, strengthening institutional capacities, expanding social protection systems and increasing social cohesion. National capacity-building was a central element of that support.

42. One of the weak points of the United Nations development system was its fragmentation. The quadrennial comprehensive policy review had discussed that issue, but the Organization must make integrated approaches and inter-agency cooperation the norm rather than simply a target. It would be important to see how the "Delivering as one" approach and the standard operating procedures for United Nations country teams translated into practice and how that would affect the current silo mentality and sector-defined structure of the Organization. The enthusiasm of country teams for such an approach should be matched at the headquarters level. There should also be strong cooperation with local partners, Governments and civil society to ensure that United Nations assistance was fully aligned with the needs and priorities of each country. That issue was of particular importance in the context of moving from assistance towards cost sharing with Governments, as better cooperation increased the level of mutual accountability. The United Nations was the organization best placed to become a central player in forging partnerships and helping States strengthen subregional and intraregional cooperation, particularly South-South cooperation.

43. In return for that assistance, there would be certain expectations of States. First, they must ensure that they had stable and functioning Governments that were collecting taxes efficiently and taking action against illicit activities, capital flight and corruption through strong political will, transparency, regulation and accountability. Second, Governments must ensure the participation of non-governmental actors in achieving their goals. Third, since the United Nations was expected to deliver as one, States should do likewise by strengthening their internal coordination mechanisms. Fourth, Governments should establish learning mechanisms, particularly peer reviews.

44. Issues particularly relevant to middle-income countries included economic transformation, closing the technology gap, financing for development and balancing the fight against climate change with rapid economic growth. In order to be relevant, the United Nations system must, above all, ensure horizontal cooperation and accountability, which were currently lacking. The United Nations development system must reinvent itself and concentrate its activities on areas where it was not in competition with other actors.

45. **Ms. Mesquita Borges** (Observer for Timor-Leste), discussant, said that the comments made by the representative of Albania were also true for countries such as hers that were in transition from relief to development, the only difference being that they did not necessarily possess the strong institutions that were a prerequisite to any coordination, implementation and delivery activities.

46. Transition was not a linear process but rather involved simultaneously tackling problems, keeping the peace, bringing about reconciliation, building institutions, generating economic growth and creating employment. Governments therefore had to be able to react quickly and deliver, and the United Nations must do likewise in the post-2015 development context. However, the required nimbleness could not be achieved by taking a silo approach. Some of the required flexibility should also come from Member States. Her country and others emerging from conflict would not meet any of the MDGs by 2015. The agenda of leaving no one behind was therefore critical and must take into account the very different contexts of Member States.

47. Over the past five years, institution-building had saved Timor-Leste from regressing into instability and violence. Considerable progress had been made as a result of her Government having worked closely with partners to bring about a shift in the way they approached business and having required them to align their activities with the national strategic development plan. For example, the United Nations had been required to improve execution in order to quickly improve the lives of ordinary people through increased access to food and education, rather than focusing only on capacity-building and technical advice. The United Nations must be able to take risks, such as providing direct budgetary support, albeit on the basis of mutual accountability. It also needed to increase its presence in rural areas and work with the Timorese Government to promote the economic empowerment of women, who constituted the majority of the population in small villages. The relatively high political representation of women in Timor-Leste did not necessarily translate into the adoption of better policies by its Parliament.

48. Strong institutions were necessary in order for a State to make the most of the linkages between good

governance, peace and growth; develop national ownership and leadership; and benefit from its natural and financial resources. Timor-Leste had significant resources but continued to rely heavily on international technical advice in some areas. It needed to work closely with the United Nations system and partners on the ground in order to continue to build capacity.

49. **Ms. Nguyen** Phuong Nga (Observer for Viet Nam), discussant, said that the United Nations development system had played a crucial role in supporting developing countries in recent decades, particularly with regard to implementation of the MDGs. There should be increased interactive discussion in informal settings on how to make the system more fit for the post-2015 development agenda.

50. The "Delivering as one" model had brought greater focus and coherence to United Nations assistance in Viet Nam. The One Plan, designed by the country team and Government agencies with input from donors and other stakeholders, reflected national specificities and development priorities as well as the comparative advantages of the United Nations agencies. It also outlined the potential areas of cooperation that were most in line with the country's needs, in order to enable the United Nations to better focus its resources. That strategic focus and policy advocacy had been instrumental in restructuring the economy. Prior to the adoption of the "Delivering as one" approach, the seven United Nations agencies active in her country had been implementing separate projects in the same sectors and there had been frequent complaints that it was difficult to work with them owing to their different programme cycles and procedures. The problem had been resolved through the introduction of standard operating procedures, which should be applied across all United Nations funds, programmes and development entities.

51. As a "Delivering as one" pilot country, Viet Nam had also experienced the benefits of pooled funding, which helped Governments and the United Nations to achieve more coherent programming, more predictable funding for programme activities, reduced fragmentation and reduced competition between United Nations agencies. However, it was important to remember that pooled funding was effective only when donors provided sufficient unearmarked funding and the United Nations and the Government developed clear fund allocation criteria.

52. The clear comparative advantages of the United Nations, including its strong normative and advocacy efforts, its ability to forge issue-based partnerships and its global presence, should be built on in the post-2015 development agenda. However, the focus should be dictated by the needs of different types of countries. The United Nations development system could deliver actual services in low-income countries and in States where few non-governmental organizations were active, whereas in middle-income countries the focus should be on policy advocacy, capacity-building for national institutions, human resources and the transfer of technology and knowledge. Multi-stakeholder partnerships could serve as a vehicle for resolving issues that Governments could not tackle on their own, but such partnerships could not replace the intergovernmentally-agreed global partnership for development. Ultimately, the success of the post-2015 development agenda in any country would require effective tripartite partnerships between the United Nations, Governments and donors; strong Government ownership and leadership; coherent work from the United Nations agencies; and support from donors.

53. **Mr. Mminele** (South Africa), speaking on behalf of the Group of 77 and China, said that the Department of Economic and Social Affairs should provide papers and quality analysis concerning the longer-term positioning of the United Nations development system and that background papers should be prepared on each of the six elements of the dialogue as well as on their interlinkages. The dialogue should take place over a full day to allow for in-depth discussions on the topic, particularly in relation to funds and programmes. The focus should be on achieving greater understanding among Member States on necessary changes in the areas of organizational governance, representation and the working methods of governing bodies. Member States must be given the opportunity to express their views, with staff of United Nations entities participating in the dialogue primarily as a complementary resource and only upon request. The format of the dialogue should also provide sufficient opportunities for informal discussion between Member States and independent experts on as many as possible of the issues referred to in Council resolution 2014/14 and General Assembly resolution 69/238. The Group proposed that a clear road map for follow-up on the dialogue should be provided, in order to ensure that it had the desired impact. One session should be dedicated to each element of the dialogue.

54. It was now widely recognized that a post-2015 development agenda would place new demands on the capacity of the Council to further promote policy cooperation among Member States and to coordinate the work of the United Nations development system. Although the quadrennial comprehensive policy review had specifically called for poverty eradication to be the underlying objective of United Nations development programmes and projects, Member States did not yet have a common view of all dimensions of poverty. It would be important to reach a common understanding that could be applied across the entire development system ahead of discussions in the context of the next quadrennial comprehensive policy review in 2016.

55. The role of United Nations operational activities for development should be strengthened, as should the Organization's capacity to assist developing countries in achieving their development goals. That would require greater effectiveness, efficiency, coherence and impact as well as a significant increase in resources. The fact that the dialogue had so far been a one-way discourse was a matter of concern; it was important that the discussion should take the needs and concerns of Member States into account. Strengthening the United Nations Office for South-South Cooperation across the system was a particular priority for the Group.

56. The concept of norm-setting should be clarified, as the Group's understanding was that setting norms should be left to Member States, with the United Nations system merely providing input.

57. **Ms. Perceval** (Argentina) said that it was now a strategically important time for translating ideas and ideals into a concrete agenda and an efficient and coherent action plan to meet the goals of the post-2015 agenda. That agenda would challenge the capacity of the United Nations development system, meaning that business as usual was not an option. The post-2015 development agenda would benefit from other intergovernmental processes in progress, such as the third International Conference on Financing for Development. However, core funding for the work of the United Nations system remained stagnant while non-core funding for development-related activities had increased exponentially, from 51 per cent in 1998 to 69 per cent in 2013. Because of earmarking by donors, non-core resources were not always used in accordance with the mandates, guidelines and goals established by the United Nations system on the basis of local development agendas. Core funding was thus clearly preferable, as it promoted neutrality, national ownership and the alignment of the United Nations development system with national priorities. It was unfortunate that the numerous calls for the funding imbalance to be addressed had not produced the desired effect.

58. One of the development system's most important functions would be to support policymaking based on statistical evidence, analysis and reports on the implementation of the post-2015 development agenda. With regard to monitoring, her Government favoured a voluntary system of periodic country-level reports, as had been used successfully with the MDGs. Sustainable development would not be furthered by an agenda focused on certain countries "auditing" others or a system of rewards and punishments based on progress towards a single development model, but rather depended on cooperation, solidarity, and respect for diversity and the route to development chosen by each country. Results-based management and accountability were very important, but donor countries must not be allowed to direct financing decisions in order to achieve greater political visibility and short-term results.

59. With regard to the implications that the transition to a universal and integrated development agenda would have for the governance of United Nations development activities, the composition and operation of the governing bodies of the United Nations funds and programmes should be reviewed and the question of achieving equitable representation in terms of gender and geographical location should be addressed.

60. **Mr. Seksenbay** (Kazakhstan) said that middle-income countries such as Kazakhstan could play a transformative role in achieving the sustainable development goals. By implementing United Nations ideas, processes, conventions and treaties, his Government had developed a national plan for people-centred development that would directly contribute to the consolidation of the longer-term positioning of the United Nations development system at the national and regional levels. His Government was promoting favourable terms of trade and targeted official development assistance. It was also embracing innovative technologies and practices to promote sustainable development in Central Asia and was implementing forward-looking initiatives, such as the Green Bridge Partnership Programme, that could serve

as models for other countries in achieving sustainable development goals on climate change, sustainable energy and agriculture. His Government had offered to host a regional civil service hub and a regional hub for development, humanitarian assistance and resilience-building to strengthen United Nations field activities in the region. It was also forming an aid agency to support Central Asian States, while the United Nations country team was developing a new partnership framework for 2016-2020 to replace the existing UNDAF.

61. **Mr. Stokes** (Australia), speaking also on behalf of Canada, said that it was vital to understand the perspective of all Member States, especially the programme countries, as well as the United Nations country teams, which were crucial to implementation, in order to assess gaps and bottlenecks in operational reform. The core functions of the United Nations should include supporting countries to meet international commitments and to shape and implement national sustainable development action plans and strategies for sustainable development financing. Differentiated programmatic approaches should be adopted for least developed countries, small island developing States, fragile States and middle-income countries, since each faced unique challenges. The presence of the United Nations should then be adjusted to better respond to specific priorities, funding needs and contexts. The performance of country operations must be improved and the Organization needed to move towards a genuine "One United Nations", which meant integration of operations instead of convergence. The Organization should provide evidence-based policy advice which was solidly grounded in country realities and underpinned by professional data collection, statistical capacity and knowledge. It should also contribute to the democratization and professionalization of national dialogues with a focus on participatory, inclusive approaches and real partnerships with all development stakeholders.

62. The United Nations should be selective in the support that it provided based on its comparative advantages. It must be an Organization for all Member States but it could not be all things for all Member States. It needed to focus on its core areas of expertise and its strengths. It should also play a role in bridging the gaps between humanitarian, development, peacebuilding and resilience activities. Member States needed to focus on strengthening institutions, which was a key area of involvement for the United Nations going forward. Although Member States should rightfully look towards the 2016 quadrennial comprehensive policy review, they should also ensure that sufficient focus was placed on implementation of the 2012 review, since that remained an unfinished agenda in such areas as the harmonization of business practices and the strengthening of partnerships. Reforms could not be defined if the current quadrennial comprehensive policy review was not complete. Numerous issues relating to governance reforms remained pending and those would be considered in the 2016 review. Member States should consider whether the current governance arrangements suited the needs and interests of all Member States, and should ensure that those arrangements helped funds, programmes and agencies to strengthen their ability to deliver results, work coherently, remain flexible and deliver as one. Governance reforms should be grounded in country and regional experiences and should not constitute rushed decisions that had heavy transaction costs and entailed risks including dispersion and partial implementation.

63. His delegation welcomed the growing consensus with UNDG and the ongoing restructuring efforts relating to norms and standards and operational work which sought to realign areas of United Nations engagement on the basis of key functions and in line with the new post-2015 agenda. Reports containing evidence-based information on progress and gaps were important in guiding discussions on the repositioning of the development system. It was encouraging that most programme countries had recognized the United Nations system as a preferred partner in many areas of sustainable development and had pointed to the need for differentiated programmatic approaches and diversified funding sources.

64. **Ms. Wang** Hongbo (China) said that her delegation would welcome further information in future dialogues on how the development system performed and contributed both in "Delivering as one" and other settings, as well as on how the implementation of standard operating procedures and other initiatives were helping individual members of the system to be more efficient and better coordinated.

65. Country leadership and ownership was important and the development system should be fit for the purposes established by Member States and based on their specific needs. The success or failure of the longer-term positioning of the system would not be determined purely by those deliberations but also by

the impact of the system and its contribution to improving the lives of millions of people around the world. There was no one-size-fits-all approach when it came to cooperation models and the functioning of the development system. It was important that the dialogue and the 2016 quadrennial comprehensive policy review resulted in a development system that was coordinated, coherent and flexible so that it could meet the differentiated needs of programme countries.

The meeting rose at 1.10 p.m.

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Operational activities segment

Summary record of the 9th meeting
Held at Headquarters, New York, on Monday, 23 February 2015, at 10 a.m.

President: Ms. Mejía Vélez (Vice-President) .... (Colombia)

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(a) Follow-up to policy recommendations of the General Assembly and the Council

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In the absence of Mr. Sajdik (Austria), Ms. Mejía Vélez (Colombia), Vice-President, took the Chair.

The meeting was called to order at 10.15 a.m.

Opening of the segment

1. **The President**, opening the operational activities segment, said that the main objectives of that segment, namely, to fulfil the mandated role of the Council in reviewing progress in the implementation of General Assembly resolution 67/226 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system and to contribute to the Council's recently launched dialogue on the longer-term positioning of the United Nations development system in the context of the post-2015 development agenda, were closely linked. For instance, effective implementation of the system-wide mandates established in Assembly resolution 67/226 was necessary for the longer-term positioning of the United Nations development system in the post-2015 era. However, the system also had to be adjusted in order to better support the implementation of the new universal and unified development agenda. Member States recognized that the post-2015 agenda would constitute a very different mission for the United Nations development system than the current agenda driven by the Millennium Development Goals (MDGs). In particular, the system would have to face the challenge of pursuing simultaneously the twin objectives of poverty eradication and integration of the economic, social and environmental dimensions of sustainable development. The emphasis on integration would also require it to strengthen significantly its coordination capacity, at both the inter-agency and intergovernmental levels.

2. An important objective of the quadrennial comprehensive policy review process had always been to strengthen the system-wide coordination of operational activities for development. The common regulation of voluntarily-funded operational activities clearly had many benefits for the overall effectiveness and efficiency of the United Nations system. However, several processes common to all the entities engaged in the delivery of such activities, namely those relating to programming, operations, results-based management and evaluation, were at present regulated differently by different entities. The forthcoming sessions of the dialogue on the longer-term positioning of the United Nations development system would provide an opportunity for Member States to examine that important issue more carefully.

3. Discussion on the future of the United Nations development system must also be grounded in a common understanding of the drivers of change in its broader environment. Among such drivers were the need to provide coherent and integrated support tailored to the changing needs and priorities of programme countries; increased demand for improved efficiency, lower transaction costs and greater use of national capacities and systems at the country level; growing demand by programme countries for more effective and participatory governance of the United Nations development system, particularly the major funds and programmes; increased demand for results and accountability, including with regard to the implementation of system-wide mandates established by the General Assembly and the Council; greater competition from other development cooperation actors; and the growing realization that many global issues could not be addressed effectively without a collaborative and multi-stakeholder approach.

Keynote address

4. **The Deputy Secretary-General** said that 2015 was a historic juncture for the United Nations. In the course of that year, the Organization aimed to adopt a truly ambitious sustainable development agenda and to reach agreement on a new universal and meaningful climate agreement. Other important milestones would be the Third World Conference on Disaster Risk Reduction to be held in Sendai, Japan, in March 2015, and the third International Conference on Financing for Development, to be held in Addis Ababa in July 2015, at which the international community was to agree on a concrete framework to underpin the financing of the ambitious global development agenda. 2015 was thus a landmark year, during which the United Nations would set its direction for the next 15 years. It had already broken new ground, having brought an unprecedented range of views into its preparations for the post-2015 agenda. It had engaged people from around the world and across a wide spectrum of partners. Member States and others had been joined by millions of citizens worldwide, who were raising their voices for the future they wanted. The breadth and level of such participation was clearly reflected in the bold ambition of the proposed sustainable development goals, which reflected an integrated, universal and potentially transformative

agenda and clearly built on the lessons of the MDGs to address the world's many interlinked challenges, including poverty, environmental degradation and social marginalization.

5. It was important to use 2015 to invest in accelerating progress towards the MDGs. Such progress would be a springboard to a future free from poverty and a life of dignity for all. He was proud of the role being played by the United Nations development system to support implementation of the MDGs, and was particularly grateful for the efforts of the international community to accelerate the achievement of the water and sanitation targets. The high level of engagement was a reminder that the world was different from when the Millennium Declaration and MDGs had been conceived. However, with such heightened engagement came heightened expectations. The decisions to be taken in 2015 would have major implications for millions of people around the world, as well as for the operational activities for development of the United Nations system, which must be prepared to implement the decisions adopted. It was therefore important to reflect on past experience and discuss future common action. The Council's dialogue on the longer-term positioning of the United Nations development system in the context of the post-2015 development agenda, which represented a first opportunity for collective reflection on those issues, was certain to strengthen a common understanding of the way forward and the resolve to embark on it.

6. The United Nations development system was valued for its normative role, credibility, impartiality and access to specialized knowledge. Those values enjoyed widespread support among both older and younger generations worldwide, and it was important also to reach the next generation. The report of the Secretary-General on the implementation of General Assembly resolution 67/226 on the quadrennial comprehensive policy review (A/70/62-E/2015/4) showed that encouraging progress was being made in ensuring that the system worked in ways suited to the proposed sustainable development goals. A total of 86 per cent of partner countries considered the United Nations a more relevant partner than it had been two years previously. Such a response invited and required a huge effort across the entire system. At a governance level, the United Nations was responding to Member States' call for more reporting through governing bodies on the quadrennial comprehensive policy review. At a country level, the Organization was shaping its country presence in line with the more coherent approach expected by Member States, and ever more partner countries were adopting the "Delivering as one" approach. The direct feedback from Governments, indicating that engagement, transparency and alignment had increased significantly in "Delivering as one" countries, should be heard across all United Nations development system governance structures.

7. At the same time, a new development agenda required a United Nations development system that could change more quickly to meet rapidly evolving challenges. The system needed to become more flexible in responding to the different capacities and changing needs of Member States and should reduce significantly, and more quickly, the transaction costs associated with programming and reporting. To achieve a United Nations development system that was fit for purpose, a three-pronged approach was needed. First, differentiated responses were needed to respond to differentiated needs and capacities, bearing in mind the serious problem of inequality both within and between countries. At its best, a flexible and agile United Nations development system could bring integrated and tailored content to match the specific needs and aspirations of each partner country. Second, capacities must be improved to support Governments in leveraging partnerships. Institutional, financial and intellectual resources were becoming increasingly dispersed, while technological innovation was driving new forms of access. A United Nations development system that embraced innovation could help partner countries to tap into those assets with a view to achieving shared goals. Third, coordination and collaboration must be strengthened, both within the United Nations system and between the system and other actors. Given that Member States had primary responsibility for coordination, the main challenge for the United Nations development system was to provide the best possible support for national coordination. Such support included, but went beyond, the discussion on coordination within the system. The quadrennial comprehensive policy review in 2016 offered a fresh opportunity to ensure that the United Nations development system could operate as one in supporting Member States to achieve the post-2015 development agenda. More consultations on the longer-term positioning of the development system should also take place at the country level. Furthermore, given the ambitious nature of the proposed sustainable development goals, and the huge need for mobilization, it was important to reach out not only to foreign

ministries and development ministries but also to sector ministries, including finance ministries, as well as the private sector, civil society, and the scientific and technological communities.

8. The United Nations development system had unique core strengths, including universal presence, legitimacy and convening power, depth and breadth of experience, and the capacity to support partner countries as they translated global norms and standards into national policy and action. It was thus uniquely tasked to confront current challenges. The Organization intended to build on its strengths, while also working to ensure that the United Nations development system functioned more coherently as one. If the ambition of the system was to match the ambition of all those who had helped to shape the post-2015 agenda, it should seek not only to confront future challenges but to overcome them. To that end, its various operational activities needed to be combined wherever there was a need or a demand. In his synthesis report on the post-2015 sustainable development agenda (A/69/700), the Secretary-General recognized that the challenges faced demanded new levels of multilateral action, based on evidence and built on shared values, principles and priorities for a common destiny. During the Organization's seventieth anniversary year, Member States had an opportunity to create a new vision and reality for the United Nations development system, with great consequences for countless millions of people around the world. They also had a chance to prove that building a future of dignity for all, and achieving good international solutions in the current complex and globalized world, was in the national interests of all Member States. He and the Secretary-General looked forward to the outcome of the Council's deliberations and stood ready to support its work at every stage.

Operational activities of the United Nations for international development cooperation

(a) Follow-up to policy recommendations of the General Assembly and the Council

(A/70/62-E/2015/4)

Special briefing: "Key policy messages from the Economic and Social Council dialogue on the longer-term positioning of the United Nations development system in the post-2015 era"

9. **The President** said that the panel discussion to be held at the current meeting was a continuation of the dialogue on the longer-term positioning of the United Nations development system in the post-2015 era that had taken place at the 5th, 6th and 8th meetings of the Council's current session. A proposed road map for maintaining that dialogue over the next 18 months had been circulated to the members of the Council. The role of the system in the post-2015 development agenda was also being discussed through the process of intergovernmental negotiations on that agenda. In the course of the dialogue, Member States had clearly called for change, which would require all stakeholders to take ownership of the agenda and establish a more effective and coherent development system at the headquarters and country levels. By adopting the agenda, based on trust, respect and mutual accountability, the international community would establish a new global partnership for sustainable development.

10. The dialogue would allow the Council to shape the response of the United Nations system to the new development cooperation environment. Business as usual was no longer an option and the time had come for the fourth major reform of the system. National ownership of the new, unified and universal agenda was essential to its implementation. The system should be tailored to States' priorities, which must be reflected in national sustainable development strategies and coordinated at the national level. The functions of the system should be reconsidered in the light of developing countries' changing needs. Although services must still be provided in countries recently affected by conflict, the focus should be on institution-building and capacity development.

11. The 2012 quadrennial comprehensive policy review had not resolved the problems of fragmentation, competition and high transaction costs. Coherence and coordination, both within the system and between the system and other development actors, should be improved, and the emphasis within the system should shift from convergence to integration of operations. Funding should be adapted to varied contexts and needs. Since funds were limited, initiatives should be focused on where they would be most valuable and the risk of dispersion should be avoided. The composition, role and working methods of existing governance structures should be reviewed to enhance the system's effectiveness and allow it to respond better to the current situation. After 2015, the system would need to help Governments build inclusive partnerships which

made best use of resources and expertise. Such partnerships were essential to democratic and inclusive national dialogues. After the segment, the Bureau would circulate a consolidated summary of the Council's deliberations, including the panel discussion. The dialogue would result in the General Assembly's adoption of a visionary and ambitious resolution on the quadrennial comprehensive policy review in 2016.

Panel discussion: "The longer-term positioning of the United Nations development system in the context of the post-2015 development agenda"

12. **Mr. Steven** (Center on International Cooperation, New York University), moderator, said that although 2015 was certainly a landmark year for the international development system, the Center on International Cooperation was already placing a major focus on 2016 and asking whether the new development agenda would make an immediate difference to the way in which business was done. Unless progress against economic, social and environmental goals significantly accelerated in the first five years of the new agenda, the foundations for success in the 2020s would not be laid. It was important to recall just how ambitious the new agenda really was and to keep on asking whether the current vision for the longer-term positioning of the United Nations development system was fit for purpose to deliver that scale of ambition.

13. Many of the most important targets of the proposed sustainable development goals were zero-based and could be met only if all people — including those living in the most vulnerable and disadvantaged countries, as well as those who were most vulnerable and disadvantaged in all countries — benefited from sustainable development. In order to ensure that no one was left behind, the strategic and delivery challenges of the post-2015 agenda must not be underestimated. Its universal nature also required the profound engagement of government ministries in all countries, not just those with experience of implementing the MDGs.

14. The proposed new sustainable development goals brought fresh and exciting challenges into the heart of the development agenda. For example, the protection of children from violence and abuse would stand alongside the longstanding commitment to child survival and development reflected in the MDGs, and, in the area of education, there would be a significant shift in focus from access to quality of delivery. The international community would be under immense pressure to respond to young people's demand for economic transformation, and there would be a growing need for genuine integration of all three pillars of sustainable development.

15. All those challenges could be met only through the participation and commitment of a much greater range of partners, and the redirection of major flows of investment and finance. The much larger and bolder set of tasks facing the international community in the context of the post-2015 agenda would require an alliance of forces that went far beyond what had been seen to date, as well as a readiness to invent totally new ways of working. The panellists would explore the demands that those tasks placed on the United Nations system and would examine the functions, funding, structure and partnerships that would deliver impact in the post-2015 era. The United Nations system could be effective only if it remained smart and focused in its use of authority, energy and financial resources.

16. **Mr. Silberhorn** (Germany), Parliamentary State Secretary to the Federal Minister for Economic Cooperation and Development, panellist, said that as part of the reform of the United Nations development system in the context of the post-2015 development agenda, it was important to strengthen the preventive branch of development cooperation policy. It had become clear in many fragile situations, particularly with regard to the Ebola epidemic, that faster, more timely and more adequate action must be taken by the international community. In that regard, while his Government appreciated the proposal made by the World Bank Group President to establish a pandemic emergency facility, it believed that still more should be done. The German Chancellor, together with the Prime Minister of Norway and the President of Ghana, had presented the United Nations Secretary-General with a six-point plan to ensure faster and more timely action in emergency situations. The United Nations should act as a catalyser in such cases.

17. Better collaboration between humanitarian and development actors was needed in both crisis and post-conflict situations. Development cooperation should not follow on from humanitarian aid but should be present right at the beginning of a crisis; early investment in such areas as water and sanitation, basic health care and education was essential. In post-conflict situations, institution-building capacity must also be strengthened, especially at the subnational

level. The United Nations often had a role to play as the implementer of last resort, providing logistics, convening power and staff in emergency and post-conflict situations.

18. Coherence between development actors and within the United Nations system should be improved. A promising example of such coordination was the Regional Refugee and Resilience Plan (3RP) for Syrian refugees; however, there was also a need for better coordination by the United Nations with the World Bank Group and the European Union, whose response to the Ebola epidemic had demonstrated what could be achieved. It was important to eliminate duplication, lower the transaction costs of development actors, reduce fragmentation and avoid senseless competition for financial resources; such changes would encourage donors to make a bigger contribution. The unique role of the United Nations, its global legitimacy, neutral status and convening power should be strengthened and, to that end, the United Nations development system should focus on developing, agreeing and monitoring implementation of global goals and standards. His Government proposed that a political declaration referring to the reform of the United Nations development system should be included in the outcome document of the post-2015 agenda. The Council should also consider the establishment of an independent high-level forum to follow up the process of optimizing the Organization's development work.

19. Lastly, people-oriented communication was vital, since it was hard to convince citizens of the necessity and importance of development cooperation in the context of the proposed new sustainable development goals. Rather than using the term "post-2015 agenda", his Government preferred to talk about a "contract on the world's future" in order to make it clear that everyone was concerned and everyone had an obligation to take action. The Organization's seventieth anniversary was a good time to undertake the reform of the United Nations development system. In that regard, it was important to create confidence and an enabling environment among all partners, generate greater public awareness of development cooperation and make it clear that words must lead to action.

20. **Mr. Toikeusse** (Observer for Côte d'Ivoire), Minister of Planning and Development, panellist, speaking via video link from Abidjan, said that in the four years since the Ivorian crisis, his country had been rebuilt by men and women working together to achieve peace and reconciliation and stimulate economic recovery. Economic growth had now reached almost 10 per cent, infrastructure had been rebuilt and investments were returning. Under the leadership of President Ouattara, progress had been made towards the implementation of the National Development Plan 2012-2015, which laid the foundations for the President's vision for the period 2012-2020. The United Nations system had stood alongside Côte d'Ivoire during those difficult times, helping to manage the emergency and humanitarian response and plugging gaps in State capacity. His Government had involved all its partners in drafting the National Development Plan, and had received considerable support and advice from the United Nations system, led by the United Nations Development Programme (UNDP).

21. As a result of dialogue between his Government and the United Nations system, the priorities of all United Nations agencies present in Côte d'Ivoire had been aligned with the priorities of the National Development Plan; the United Nations system had also been involved in the mobilization of resources for implementation of the Plan. In particular, Côte d'Ivoire had received nearly $11 million from the Peacebuilding Fund for that purpose, and would receive a similar amount over the next four years. It had also received support from the United Nations Population Fund (UNFPA) to conduct a population and housing census, set up its national population office and organize consultations, including on the post-2015 agenda. Furthermore, all its partners had met with the Prime Minister in order to coordinate their activities with those of the State and had been involved in the elaboration of the forthcoming national development policy, which drew on the conclusions of the first High-level Meeting of the Global Partnership for Effective Development Cooperation, held in Mexico City in 2014.

22. The support provided by the United Nations system had thus made an important contribution to capacity-building, strategic advisory work and resource mobilization in Côte d'Ivoire. His Government now intended to work towards increasing its mobilization of internal resources, including tax resources, combating exploitation and illicit cross-border financial flows, and addressing emerging issues. For that reason, capacity-building also needed to focus on sustainable development, the green economy, renewable energies, climate change and the mobilization of public-private

partnerships. Both the Government and the United Nations system should be guided by results; however, the results achieved must be those of the Ivorian Government supported by all its partners, not those of a single United Nations agency.

23. Africa was a region with undeniable strengths, including strong economic growth, regional integration that offered huge opportunities, improvements in governance, political will and in some countries, including Côte d'Ivoire, high-quality human resources. It was important to build on those strengths, with the ongoing support of the United Nations system. The new opportunities provided by the "Delivering as one" approach should be reflected in the post-2015 agenda.

24. **Mr. Rattray** (Observer for Jamaica), panellist, said that, according to the World Bank classification, Jamaica was an upper-middle-income country. However, despite its rich natural assets and robust development in such areas as mining, manufacturing, construction and tourism, it faced many complex development challenges. It was one of the world's most heavily indebted countries, with high unemployment, high child and maternal mortality and sluggish economic growth; it also faced catastrophic climate change effects. Official development assistance (ODA) was not a major source of development finance, averaging just 1 per cent of gross national product and 3 per cent of central government expenditure since 2005, although it did support several important national sectors. The Government primarily relied on domestic resource mobilization and international private flows to finance development.

25. The United Nations was working with the Government to initiate a development effectiveness framework that would ensure the transparent use of assistance to address national priorities in a synergistic manner. If Jamaica was to become a developed country by 2030, it would need sustained catalytic ODA and technical assistance. Its top priority was to achieve national capacity development and employment growth, with support from both bilateral and multilateral development partners. Most developing countries preferred to receive development cooperation from the United Nations if the assistance was of the same technical quality as that provided by other bilateral and multilateral institutions. In that regard, the United Nations development system must be able to provide high-quality differentiated technical assistance in an equitable and inclusive manner that empowered vulnerable and marginalized groups.

26. In addition to its involvement in the development effectiveness framework, the United Nations had assisted his Government to establish a Climate Change Department, to take forward the process of eliminating human trafficking, and to launch a project on social cohesion, among other activities, and had held consultations in Jamaica on the post-2015 agenda, with the aim of ensuring that previously marginalized groups had a voice in the development process. Given that the sustainable development goals would be universal in nature and would apply to all countries, the United Nations was best placed to promote their implementation, with the assistance of its Member States. It would be particularly important in the post-2015 era for the United Nations development system to deliver technical support to middle-income countries in line with their specific requirements, which primarily were for the provision, at minimal transaction cost, of capacity-building and technical assistance at the human, institutional and system-wide levels. That was the approach being taken by the United Nations in Jamaica. Nonetheless, very few middle-income countries had sustainably attained developed country status to date, because the World Bank classification of a middle-income country was based on gross national income per capita, which was not a good indicator of reduced economic vulnerability. The middle-income country classification would be more relevant if it focused on the UNDP human development index or utilized the structural-gap approach proposed by the Economic Commission for Latin America and the Caribbean.

27. From a funding perspective, the United Nations development system was a relatively small player in development cooperation in Jamaica. In recent years, United Nations operational activities in the country had averaged some US$ 10 million per annum, accounting for 7 per cent of programme aid in 2013. The three strategic programme areas in the United Nations Development Assistance Framework (UNDAF) 2012-2016 were environment, social empowerment, and equity and safety, security and justice. A total of nine United Nations agencies were present in Jamaica, but only UNDP and the United Nations Children's Fund (UNICEF) had operational activities exceeding US$ 1 million in 2013. The lack of common regulation of the operational activities carried out by various United Nations system entities entailed substantial

transaction costs for Governments; it could also result in inefficiencies and limit the Organization's ability to capitalize on opportunities for synergies in programming and operations across entities. If the United Nations development system was to remain an important partner of Governments in programme countries in the post-2015 era, it would need to rethink its organizational model, especially at the country level, since the current model had been developed for a different era and a different development context. Ways must be found to marshal the system's broad expertise and analytical capacity and better apply it to the needs of developing countries. In order to remain fit for purpose, it needed to work seamlessly across entities to deliver operational activities and better apply its technical know-how to maximize national capacities and systems.

28. **Ms. Grignon** (Observer for Kenya), panellist, said that the policy formulation and implementation support received by her Government from United Nations agencies had been instrumental for the development of appropriate policies in various economic sectors. In particular, UNDP had supported the formulation of Kenya Vision 2030, the long-term development blueprint that aimed to transform Kenya into a middle-income country by 2030. The United Nations system had also supported her Government's implementation of the MDGs, and had helped it to enhance human and institutional capacity development in the public sector, in such areas as staff training, modernization of institutions, resource-based management and public service accountability. Furthermore, it had supported awareness-raising, capacity development and peacebuilding to help foster the peaceful coexistence of diverse communities in Kenya. Nonetheless, lessons could be learnt from a number of challenges that her Government had encountered, in particular the lack of any harmonization of monitoring and evaluation systems between the United Nations system and the Government; the absence of real-time data on progress made in the implementation of programmes and their impact; the lack of harmonized systems and procedures, including procurement processes, payments and accounting systems; poor coordination among United Nations agencies, leading to a lack of visibility on their projects; inadequate capacity of private sector and civil society organizations to understand Government procedures, United Nations programming requirements and aid effectiveness principles; a failure to align United Nations funding and technical support with national priorities; and partial funding for development projects.

29. With regard to the alignment of functions in the context of the post-2015 development agenda, United Nations programmes should be tailored to local situations at the national and subnational levels, in order to help countries to prepare for the post-2015 agenda and its implementation. The United Nations system should also embrace and use country systems for reporting on expenditure; some United Nations agencies were still operating outside the UNDAF by engaging in off-budget activities in certain key areas, which complicated matters for the countries concerned. As for funding practices, effective fundraising was needed to ensure an increase in total income from multiple sources, while, with regard to capacity and impact, an even greater emphasis should be placed on enhancing human and institutional capacity development in order to improve public service delivery. In the area of governance structures, priority should be given to developing national programmes whose impact would trickle down to the grassroots level. As for partnerships, strong interlinkages were needed, including between Governments, non-governmental organizations, civil society and the private sector. Lastly, in the context of organizational arrangements, the United Nations system should forge closer working relationships with Governments.

30. Bearing in mind that each country had its own development priorities, the United Nations should support capacity development at the national level in order to promote the effective implementation of existing national development plans. It was important to build on what already existed and seek to align it with the post-2015 agenda, in order to enhance and strengthen the action already taken by Governments. United Nations agencies should also support the preparation and formulation of national development plans and appropriate sector policies, as well as capacity-building for statistical bodies, since data integrity at the national level would be critical for the implementation of the post-2015 agenda. In that regard, it would be important to draw on the lessons learned during the implementation of the MDGs in various countries.

31. The United Nations system should be coherent in the delivery of its functions. While some steps had been taken in that direction, much remained to be done. Increased coordination and coherence would reduce the bureaucracy and complexities of the United Nations system. The "Delivering as one" initiative should be

fully operationalized, since there was still a lack of harmonization among various agencies. The United Nations system should also embrace mutual accountability, with both the Government and the United Nations system being held accountable for the use of funds in a particular financial year.

32. The post-2015 development agenda would require suitable means of implementation. In that regard, relevant financing would need to come from both public and private domestic resources. The United Nations had a role to play in strengthening the capacity of tax authorities to mobilize domestic revenue resources, and should also advocate for the reform of the international financial institutions in order to achieve fair and equal representation for developing countries. Capacity development was important for statistical bodies, owing to the need for disaggregated data to track progress in the implementation of the post-2015 agenda; it would also be vital to raise awareness of the development agenda at the legislative level and strengthen the capacity of parliaments to adopt legislation to ensure the necessary mobilization of resources. In addition, capacity-building would be needed to ensure that the post-2015 agenda was aligned with existing national development plans and priorities. Lastly, the United Nations system should limit off-budget financing for accountability purposes.

33. **Mr. Schneider** (Observer for Luxembourg) said that the post-2015 development agenda was taking shape and the international community was moving towards a sustainable development model. Roles and responsibilities in the development system would be redefined and the added value of each actor re-evaluated. Luxembourg had for many years encouraged United Nations agencies to work together within the "One United Nations" approach; progress had been significant but insufficient. The Secretary-General's report on the quadrennial comprehensive policy review (A/70/62-E/2015/4) showed that no single body was to blame, but that the United Nations system and donor and recipient countries must work together to ensure that the system was relevant to the post-2015 development agenda. Accordingly, Luxembourg had decided to provide a greater proportion of its non-core contributions as flexible rather than tightly earmarked contributions and had encouraged agencies to work together on joint programmes where their respective expertise was required. The expected results had not always been achieved; it was counter-productive for donors to impose a common framework on United Nations agencies when the capacity or will to comply was lacking. Closer cooperation was needed if the United Nations system was to remain relevant after 2015.

34. The common objective of eradicating poverty was by definition multisectoral, as were the other fields in which the Council operated, such as health, education and rural development. The changing needs and priorities of developing countries meant that the various components of the system needed, more than ever before, to work in synergy. Specific expertise must be brought to bear on multisectoral objectives through joint operations, services and offices, thereby improving effectiveness, reducing transaction costs and better supporting beneficiary countries.

35. The United Nations should help countries to strengthen their national systems and build capacity; the Secretary-General's report clearly showed which approaches in that area worked and which did not. The discussions on making the United Nations fit for purpose would focus the international community's efforts in that regard. His Government subscribed to the principle of aid effectiveness, in line with the conclusions of the fourth High-level Forum on Aid Effectiveness, held in 2011 in Busan, Republic of Korea, and the High-level Meeting of the Global Partnership for Effective Development Cooperation, and was one of the few countries which allocated more than 1 per cent of its gross national income to ODA. The third International Conference on Financing for Development in Addis Ababa in July 2015, the United Nations summit for the adoption of the post-2015 development agenda in New York in September 2015 and the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change in Paris in December 2015 would be held under the Luxembourg Presidency of the Council of the European Union.

36. **Ms. Haynes** (Trinidad and Tobago), speaking on behalf of the Caribbean Community (CARICOM), said that the post-2015 development agenda would be more dynamic and integrated and broader in scope than the MDGs. The flexibility of United Nations development programmes, their links to poverty eradication and sustainable development and their relevance to national and regional development priorities must therefore be further improved.

37. The quality of development aid was more important than the quantity. Improvements in coordination such as those resulting from the UNDAF should be implemented more urgently across the development system. They should apply not only to countries which had adopted the "Delivering as one" approach but across and beyond the United Nations system, and should be implemented in synergy with regional approaches. A revised development assistance matrix clearly indicating the priorities of United Nations entities and regional and subregional agencies should be established to ensure cost-effectiveness.

38. The Community was concerned about the increase in non-core contributions for development activities at a time when core contributions remained stagnant. Although, as stated in the Secretary-General's report, the increase showed that donors continued to value United Nations programmes, core contributions could be more flexibly, effectively and impartially allocated across the development system than non-core contributions could. Donors should follow the example of Luxembourg in reducing the amount of earmarked contributions.

39. Developing countries would require more institutional and capacity-building support to implement the post-2015 development agenda at national and regional levels. The Community had consistently called for more assistance in data collection and statistical analysis to allow its members to measure progress in achieving the sustainable development goals. Such capacity-building must also complement improvements in policy design and management so that the global development framework could be mainstreamed into national policies and strategies. Efforts to ensure that capacity development was placed at the centre of strategic planning in time for 2015 were essential to the implementation of the post-2015 development agenda and should be intensified.

40. **Mr. Egli** (Switzerland) said that many of the challenges facing the Council were linked not only to the post-2015 development agenda but also to the existing agenda. In considering how to move forward, therefore, the Council should consider what had hindered the implementation of the recommendations of the 2012 quadrennial comprehensive policy review. Although additional guidance on some aspects of those recommendations was needed, they were substantial enough to obviate the need to start from scratch. The Council should also consider whether the review had contained so much material that the setting of implementation priorities had been difficult.

41. Innovative solutions were needed to prevent and address crisis situations using means already available through the quadrennial comprehensive policy review, such as system-wide funding mechanisms. Smoother transitions between development and humanitarian financing would improve effectiveness and coherence within the system.

42. He requested further information regarding the Organization's role at the national level, given that, as stated in the Secretary-General's report, the expectations of programme countries suggested there was a need for the United Nations to strengthen its role in economic growth and employment. The United Nations should play a qualitative rather than a quantitative role as a convenor of partnerships.

43. A system-wide strategy to reduce fragmentation was needed. The post-2015 outcome document should provide a strong mandate to render the system fit for purpose. He asked whether such a mandate should come from the development system, the Member States or a high-level panel.

44. **Mr. Rattray** (Observer for Jamaica) said that the role of the United Nations in national economic growth and employment was particularly relevant to Jamaica, which had lost access to concessionary financing and other support mechanisms when it had attained upper-middle-income status, even though its average growth rate for the preceding four decades had been only 1.5 per cent and its unemployment rate was currently 13.5 per cent, with youth unemployment at 31.9 per cent, female unemployment at 18.4 per cent and gross domestic product at between US$ 5,000 and US$ 6,000 per capita. Its energy costs were US$ 0.38 per kWh, an amount higher than the countries with which it was competing, and the cost of its annual oil imports was 25 per cent greater than its export revenues. Its current account deficits were accumulating, its ratio of debt to gross domestic product was 145 per cent, and its oil expenditure was equal to two thirds of its import revenue. Despite its status as an upper-middle-income country, therefore, competition, growth and employment remained challenges.

45. In its communications with stakeholders, the United Nations should take into account the time needed to implement the post-2015 development agenda. Ample funds to pay for the implementation of

the agenda existed in the global stock of investment capital, the asset base of institutional investors and global savings stocks, but needed to be mobilized and matched to development needs. Pension funds, sovereign wealth funds and endowment funds had long-term liabilities and were ideally placed to invest in energy and infrastructure. To make that possible, however, the United Nations needed to establish consumer protection agencies and credit bureaus and enable Governments to issue bonds in local currency rather than through international markets. Domestic regulatory structures and institutional capacity would need to be improved in many countries before the agenda could be implemented. International, national and local structures must be coherent or expectations for fast results after 2015 would not be met.

46. **Ms. Grignon** (Observer for Kenya) said that the mandate for rendering the system fit for purpose should come from Member States. When States had taken ownership of such mandates at the national level, they had implemented them successfully.

47. As a lower-middle-income country, Kenya relied more on domestic tax revenue than on ODA to finance expenditure. It was therefore strengthening its tax system to provide a core resource base.

48. **Mr. Silberhorn** (Germany), Parliamentary State Secretary to the Federal Minister for Economic Cooperation and Development, said that the post-2015 development agenda must be implemented through the complementary efforts of United Nations development actors and the World Bank Group, the European Union, the African Union, regional development banks and other public and private donors. In addition to establishing the areas which should be given a high priority in such implementation, the Council should decide on avenues which the United Nations should not pursue.

49. The private sector should be involved in the mobilization of domestic resources through the enhancement of development cooperation, capacity-building, public financial management and tax and customs revenue; the elimination of illicit financial flows; the shaping of financial markets; the leveraging of domestic resources through development banks; and the implementation of private investments in ways which favoured development.

50. The question of whether ODA should be used to fight poverty in least developed countries or to improve domestic resources in middle-income countries was linked to legitimacy, effectiveness and accountability, and therefore to discussions regarding global public goods, resilience and vulnerability. A sectoral approach was needed in justifying spending on middle-income countries.

51. **Mr. Wang Dazhong** (China) said that the dialogue should improve the international community's understanding of the needs of developing countries and enhance the work of the United Nations development system. United Nations development organizations should capitalize on the system's strengths to increase coordination and cooperation. Development frameworks should be grounded in country ownership and leadership so that programmes were aligned with national development priorities. A balance between regions, nationalities and genders should be struck in the selection of resident coordinators, whose approach to the provision of assistance should be determined by recipient countries' differing needs and levels of development, and whose work should respect the coordinating role of recipient Governments. The national character and development requirements of recipient countries should be taken into account and their choices respected in the promotion of integrated services. The United Nations should provide targeted assistance in response to the differing needs of least developed countries, middle-income countries, landlocked developing countries and small island developing States; an inflexible, one-size-fits-all model was inadequate.

52. **Mr. Lennartson** (Sweden) said that the proposed road map for the continued dialogue on the longer-term positioning of the United Nations development system was essential to the implementation of the post-2015 development agenda. The Council should clearly endorse it as an excellent platform for a shared analysis of the system's future functioning, value added and impact. The role of the United Nations in the implementation of the agenda would require thorough deliberation to ensure that the system's financing, institutional arrangements and governance were based on a shared vision in which silos and competition were abandoned and expertise was mobilized through an integrated response to complex challenges. The relevance of the United Nations system would depend on its ability to tailor its responses to needs in different countries. Coherence and delivering as one would remain essential, and the standard operating procedures must be implemented. However, integration required

more than coherence; the gaps between development, humanitarian assistance and peacebuilding must be bridged.

53. Partnerships were essential to inclusiveness, accountability and making best use of resources and expertise. The United Nations played a central role in bringing together actors to achieve shared goals. Progress should be made on the arrangements for partnerships, which were essential to the post-2015 strategic positioning of the United Nations.

54. **Ms. Colín Ortega** (Observer for Mexico) said her delegation recognized the importance of differentiating the priorities of different countries and further discussing the position of middle-income countries, particularly with regard to the measurement index used for country classifications. The implementation of the post-2015 development agenda required a more coherent United Nations development system and the proper functioning of the high-level political forum for sustainable development, under the auspices of the Council, as the framework for reviewing and monitoring the sustainable development goals in coordination with the General Assembly and the Council.

55. The new system would require high-level decisions, intersectoral initiatives at the national level, more coordination within the system and better arrangements for international cooperation and development financing, in line with the process initiated following the fourth High-level Forum on Aid Effectiveness and the first High-level Meeting of the Global Partnership for Effective Development Cooperation. Such coordination should be considered at the third International Conference on Financing for Development, to be held in Addis Ababa in July 2015; it would require coherent policies, stronger national capacity and international implementation and monitoring mechanisms.

56. United Nations funds and programmes should align their strategic plans with their country programmes in accordance with the post-2015 development framework, to ensure that they were able to participate in the implementation and evaluation of the framework. Initiatives promoting social inclusion and gender equality were needed if the agenda was to transform living conditions in a sustainable, people-centred way.

57. The United Nations system would need to share its expertise and experiences with Governments and other development actors in order to provide a better focus for its country programmes, which should respect national priorities and the new development framework. The system should provide more assistance and training to eradicate poverty in a multidimensional manner and achieve sustainable development.

58. **Mr. Shearman** (United Kingdom) said that in implementing the post-2015 development agenda the United Nations must avoid delays such as those encountered in the implementation of the MDGs. The intergovernmental process would expedite the approval of the new goals and targets, and delegations were therefore responsible for ensuring that the challenges of implementation and communication were met. If the United Nations development system was to be fit for purpose it must be efficient and represent value for money. In line with the quadrennial comprehensive policy review, business practices should be simplified, the standard operating procedures should be implemented, the resident coordinator system should be improved and the system's focus should be on results, so that donor States could have confidence that their contributions were being used efficiently.

59. Attempts to improve coordination at the country level through the quadrennial comprehensive policy review were insufficient, and a more integrated and flexible model, based on national needs and the capacity of the United Nations, was required. A single integrated United Nations agency in each country, drawing capacity from around the system, would better meet the Organization's objectives than a large number of individual agencies.

60. The United Nations had core added value in convening and delivering resilience, which was essential to development, crisis and conflict prevention and rapid recovery. The lessons of crises such as the Ebola epidemic must be learned.

61. The role of the United Nations in setting standards and establishing policy and legal frameworks was clear, but its operational role was challenging. The priorities of Member States were high-quality development and effectiveness, but the resources of the United Nations were limited. Middle-income countries constituted a very large group with complex needs and, if the United Nations was to add value in data collection and analysis, financing and economic development, it should prioritize its activities and ensure that it offered high-value services. In tailoring

its programmes to so many countries, it would need to consider its capacity to provide technical assistance. He asked the panellists whether they would prefer the United Nations office in their country to remain as it was or to change significantly.

62. **Mr. Dunn** (United States of America) said that the one of the critical challenges facing the United Nations development system was competition. Since the United Nations was no longer the only body capable of providing disaster relief and development programmes but existed alongside organizations such as the International Committee of the Red Cross, the Grameen Bank and the Bill and Melinda Gates Foundation, it should consider how it was best placed to achieve results and should adapt to the changing market. Its unique history, reach and resources gave it credibility and neutrality which must be put to good use. Demonstrating that quality, transparency, accountability and innovation were unifying priorities across the United Nations system would be the only credible way to show that it was best positioned to play a crucial role in delivering the required development results. Partnerships between the United Nations development system and civil society, academia and the private sector would be essential to unlocking resources and creativity to drive change. The United Nations should deploy the limited funds available to foster investment from the private sector, philanthropists, civil society and individuals. The need for system-wide standardization should be balanced with the need to recognize partners' specific needs and circumstances.

63. **Ms. Grignon** (Observer for Kenya), highlighting the uncoordinated approach of most United Nations country offices, which competed for visibility during disasters and in planning for humanitarian assistance, said that, in future, those offices should complement each other and work closely with Governments, with respect for budgets and country development plans.

64. The pillars of Kenya Vision 2030 were similar to those of the United Nations development system, since her Government believed in country ownership to ensure that national activities complemented those of the United Nations. If the goals of Member States were aligned with those of the United Nations, better use could be made of limited resources. Cooperation between different United Nations offices in each country would be essential to that end.

65. The United Nations system should stop the huge illicit financial flows from African countries, a sensitive matter insufficiently addressed in the past. If such flows were stemmed, the resources could be used to enable those countries to become developed. The United Nations should work with the African Union, in particular through initiatives such as the High-level Panel on Illicit Financial Flows from Africa, to prevent resources from leaving African countries and to reduce dependency on ODA. Capacity should be built to ensure that such resources were systematically used to enhance development.

66. **Mr. Rattray** (Observer for Jamaica) said that the United Nations should capitalize on the great respect in which it was held in many recipient countries. It was uniquely placed to apply a human-rights-based approach to all of its development activities and to ensure that they improved the lot of the most disadvantaged groups. Despite the competition among development actors, the reach, resources, credibility and neutrality of the United Nations gave it an irreplaceable role in improving people's lives.

67. **Mr. Silberhorn** (Germany), Parliamentary State Secretary to the Federal Minister for Economic Cooperation and Development, said that the post-2015 development agenda was a chance for the United Nations development system to coordinate its work with the humanitarian and security sectors. The uniqueness of the United Nations lay in its neutrality and its power to bring all actors together, rather than in its financial resources, which were of limited use without technical and implementation expertise. Development policy would therefore remain relevant. Coordination among United Nations agencies at the country level was most important where those agencies were weakest.

The meeting rose at 1 p.m.

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Summary record of the 10th meeting
Held at Headquarters, New York, on Monday, 23 February 2015, at 3 p.m.

President: Ms. Mejía Vélez (Vice-President)................................(Colombia)

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(a) Follow-up to policy recommendations of the General Assembly and the Council (*continued*)

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In the absence of Mr. Sajdik (Austria), Ms. Mejía Vélez (Colombia), Vice-President, took the Chair.

The meeting was called to order at 3.10 p.m.

Operational activities of the United Nations for international development cooperation (*continued*)

(a) Follow-up to policy recommendations of the General Assembly and the Council (*continued*) (A/70/62-E/2015/4)

1. **Mr. Wu** Hongbo (Under-Secretary General for Economic and Social Affairs), introducing the report of the Secretary-General on the implementation of General Assembly resolution 67/226 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/70/62-E/2015/4), said that total contributions to the United Nations development system in 2013 had amounted to $26.4 billion, while total official development assistance (ODA), as reported to the Development Assistance Committee of the Organization for Economic Cooperation and Development, had amounted to $147.1 billion. United Nations operational activities for development accounted for 17 per cent of that amount. In 2013, the United Nations development system had been the second largest channel of multilateral aid, behind the European Commission. The funding of operational activities had also become increasingly diversified, with 23 per cent of contributions in 2013 coming from multilateral organizations, global funds, and non-governmental and private sources, compared to 8 per cent in 1997. In 2014, all major funds and programmes had initiated or conducted structured dialogues with Member States on the funding of operational activities for development, as a platform for determining how the funding architecture could best be adapted to the post-2015 era.

2. With regard to capacity development and operational effectiveness, 93 per cent of countries agreed that the United Nations development system was effective in targeting the poorest and most disadvantaged. The development of national capacities was a core function of the system; in that regard, it used national experts and institutions for programme design and implementation and, to a limited extent, for procurement, financial management, monitoring and reporting. Greater use of national systems was often hindered by the limited capacity of national institutions, lack of transparency, high staff turnover and stringent donor requirements. To Governments, meanwhile, the United Nations appeared to be risk-averse and its procedures too complex. South-South cooperation had been integrated into the strategic plans of 20 agencies and into more than 80 per cent of United Nations Development Assistance Frameworks (UNDAFs). The role of the United Nations system in promoting South-South cooperation should be clarified and corresponding capacities, strategies and regulations were needed. Although 45 per cent of UNDAFs featured results on gender equality, further efforts would be needed to meet the performance standards set by the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women by 2017.

3. Of 22 United Nations entities, 15 had aligned their strategic plans with the quadrennial comprehensive policy review, and 13 had reported to their governing bodies on progress made in its implementation. Most Governments confirmed that UNDAFs ensured national ownership and leadership and led to better results. However, there was also a need to simplify agency-specific programming and reporting instruments and monitor UNDAF results in support of national development outcomes. The resident coordinator system had been strengthened by the further implementation of the management and accountability system, the cost-sharing arrangement, an improved selection process, and an updated job description. However, the funding gap in the cost-sharing arrangement had yet to be closed.

4. Programme countries were increasingly interested in the "Delivering as one" approach and the standard operating procedures for countries adopting that approach had been released. However, the implementation of the United Nations Development Group Plan of Action for Headquarters remained an ongoing task; the concept of "operating as one" was, in particular, progressing slowly. The standard operating procedures were a fresh opportunity to establish integrated business solutions, and a joint operations facility was due to open in Brazil in 2015, but there was still scope to strengthen the use of common services at the country level, which did not necessarily require the harmonization of agency-specific rules and regulations, or policies and procedures. The United Nations development system should support Governments in adopting system-wide results-based

management as part of national monitoring frameworks and statistical systems. A dedicated secretariat hosted by the Joint Inspection Unit had been established to support implementation of the independent system-wide evaluation policy adopted in 2014. The outcomes of the pilot evaluations would be reviewed under the 2016 quadrennial comprehensive policy review.

5. The United Nations development system was the preferred partner for most programme countries because of its credibility, impartiality and specialized knowledge, but it was asked to be more responsive to the changing needs of programme countries and the development cooperation environment.

Panel discussion: "How to ensure coherence in the funding of operational activities of the United Nations system for the effective realization of the post-2015 development agenda"

6. **Mr. Chanthaboury** (Observer for Lao People's Democratic Republic), Ministry of Planning and Investment, panellist, said that, in order for the United Nations development system to contribute coherently and effectively to the implementation of the post-2015 development agenda, greater flexibility was required in the allocation of non-core resources so as to enhance the core-like characteristics of non-core financing, possibly through increased use of pooled funding and a re-examination of the relationship between development and humanitarian resources. Furthermore, the integration requirements of the post-2015 development agenda would require more varied forms of financing, and the cost of supporting the normative agenda would have to be assessed. New sources of financing should also be explored.

7. Increased core resources could focus greater attention on the specific role of the United Nations development system in partnerships, lead to innovation in financing and help the system to leverage external human and financial resources. In his country's experience, pooled funding led to enhanced donor coordination, a lower risk of duplication, and higher predictability and volume of funding, with better geographical or thematic focusing of aid according to development priorities. It also allowed the establishment of more structured and integrated programmes, reduced transaction costs and increased economies of scale. Funds from donors that delegated their cooperation could be administered more flexibly and the criteria for monitoring and reporting by beneficiary organizations could be simplified.

8. Core or unrestricted aid was the most efficient way of building partnerships with programme countries such as the Lao People's Democratic Republic, and core resources provided the greatest quality, predictability and flexibility of pooled funding, ensuring that Government institutions could deliver on their multilateral mandates and provide leadership. Core resources also ensured that the United Nations development system was an independent, neutral and trusted partner. Although non-core resources complemented core resources in support of operational activities for development, they were also unpredictable and could lead to fragmentation, competition and overlapping efforts among institutions. For middle-income countries, therefore, it would be important to access a range of financial flows in the context of development cooperation support. For some countries, especially least developed countries and countries in special situations, both core and non-core ODA remained critically important and a key challenge in those countries was to rationalize the multiplicity of funding flows. In short, it would be important to determine the appropriate forms of finance for specific programmes.

9. His Government supported the efforts to achieve system-wide coherence at the country level and was committed to making the Lao People's Democratic Republic a "Delivering as one" self-starter country in a Government-driven process, as reflected in the joint formulation of an UNDAF action plan and the establishment of a United Nations joint dispensary. However, most of the "Delivering as one" initiatives were not part of a single "Delivering as one" approach, even when cost savings could have been achieved by linking them up. As a result of an agency-specific mentality, work had been done without collaboration; consequently, the same resources had been invested, but with less impact. It would be important to identify ways to link those disparate initiatives and to clarify the role of the Resident Coordinator in supporting them. More guidance would also be welcome on discussions between the Government and the United Nations system concerning expectations and requirements. Although the commitment to coordination and the reform agenda was strong among United Nations agencies at the country level, it had not to date been matched at the headquarters level.

10. **Mr. Talbot** (Observer for Guyana), panellist, said that the key theme of the post-2015 development agenda was sustainability, allied to the integration of the three dimensions of sustainable development. In that context, the connection between operational activities and other Council activities was important and the Council could act as a platform for identifying gaps and challenges in the implementation of the agenda. The sustainable development agenda was no longer located in the South and supported by the North; instead, it was universally applicable across all countries. Differentiation was important in that context and the United Nations system should therefore reflect on how it understood and responded to specific national and regional challenges.

11. One area where the United Nations system could play an important role, both in terms of funding and more generally, was that of integration. In that respect, it could serve as a thought leader, provide development models, foster an integrated sustainable development agenda and translate it into policy and operational recommendations. A better balance must be struck between core and non-core funding, since no single funding approach would meet all requirements. A need had been identified for cross-cutting entry points, for example in infrastructure, energy and agriculture as well as a social protection floor. Vertical and targeted funding would also continue to be needed. That in turn required greater flexibility in the Organization's response to differentiated national priorities. United Nations operational activities should be more demand-driven and less donor-driven. The system should therefore be loosened and resources should be pooled to address the challenge of transaction costs associated with the delivery of United Nations support in the field.

12. There was a need to revitalize capacity development and strengthen institutions. The post-2015 development agenda would require platforms to address the challenges of countries in special situations; those platforms should constitute an organic system of support connecting the various segments of the Council's work and different institutions in the United Nations system. In the case of African countries, the United Nations development system should seek to reverse the deindustrialization of Africa while ensuring a greener and more inclusive approach in the future. In the context of the more universal post-2015 development agenda, which promised to broaden cooperation platforms, the United Nations development system needed to reposition its approach to funding and leveraging financial, human and knowledge resources. The sources of solutions to sustainable development challenges were likely to multiply and, alongside South-South, North-South and triangular cooperation, Southern solutions should also be leveraged.

13. **Ms. Fladby** (Observer for Norway), Department for United Nations and Humanitarian Affairs, Ministry of Foreign Affairs, panellist, said that although the post-2015 development agenda would be broader than previous agendas, that did not mean the United Nations development system should do everything. Instead, it should focus on areas where it had a comparative advantage. Furthermore, the adoption of the sustainable development goals would not require the United Nations to do everything differently; rather, it should build on what already existed.

14. General Assembly resolution 67/226 on the quadrennial comprehensive policy review and subsequent resolutions on implementation of the review called for the enhanced use of funding modalities that fostered coherence, increased core and softly earmarked thematic contributions to individual organizations, and increased use of pooled funding mechanisms covering multiple organizations. The challenge was to ensure much greater use of those modalities in the future. In the past, the desired increase in resources and broadening of the donor base had led to greater fragmentation of funding. The United Nations development system was therefore a long way from being fit for purpose, and there was a mismatch between what Member States expected from the system and the way it was funded.

15. Core resources enabled the coherent implementation of strategic plans and the transfer of funds to programme countries, thereby reducing the need for the local resource mobilization that often led to competition between agencies at the country level. The flexibility of core resources also allowed organizations to use such funds to collaborate with others. Core funding would therefore become even more important under the new development agenda, which called for coherence and partnerships.

16. Softly earmarked thematic contributions, which were a "core-like" form of non-core finance, should match particular outcomes in organizations' strategic

plans. Unfortunately, thematic funding was little used by United Nations funds and programmes, with the exception of the United Nations Children's Fund (UNICEF). The support provided by Norway to UNICEF came with no strings attached other than the requirement that the money should be used for education as defined in the Fund's strategic plan. Other funds and programmes should establish similar types of funding windows.

17. The integrated results and resources frameworks accompanying the 2014-2017 strategic plans of the United Nations funds and programmes would enhance interconnections between priorities and funding, and the structured dialogues on funding in the executive boards were a good opportunity to discuss how core resources and earmarked funding could be used in combination.

18. In future, discussions on how to increase core contributions and softly earmarked thematic contributions should not be limited to traditional donors. Contributions should be made by countries in a position to do so, as a means of achieving better burden sharing, and non-State providers of funds should move away from strictly earmarked funding.

19. The Multi-Partner Trust Fund Office of the United Nations Development Programme administered some 100 pooled funding mechanisms. Both issue-based joint programmes and broader multi-partner trust funds could enhance coherence across United Nations development agencies, as well as between long-term development and humanitarian assistance and between the operational pillar and the peace and security pillar of the United Nations.

20. The advantages of pooled funding mechanisms included clear governance and real-time financial information. Common results frameworks were being improved and work was in progress to enhance risk management and joint auditing. Multi-partner trust funds had a role to play globally, not just in least developed countries and transition countries. Global multi-partner trust funds, such as the "Delivering Results Together" Fund, provided gap funding for joint normative work by members of United Nations country teams in "Delivering as one" countries. The support went to the One Fund in each country, with the resident coordinator, together with the Government, in charge. The One Fund ensured coherent implementation of the common priorities agreed upon with the Government. However, the amounts channelled through the One Funds appeared to be declining, not only in middle-income countries experiencing an overall reduction in support from the United Nations but across the board. Although contributions to the One Fund should ideally be non-earmarked, earmarking them at the outcome or sector level might encourage more donors to transfer funds to the One Fund rather than making them available through bilateral agreements, since bilateral donors usually had to adhere to, and document adherence to, the political priorities of their Governments. Programme countries might also consider providing support for the One Fund in place of local cost-sharing arrangements. Government support would presumably be an additional incentive for donors.

21. **Mr. Kjørven** (Director, United Nations Children's Fund (UNICEF)), discussant, said that the field of development financing was hard to navigate but rich in opportunities. However, there was still no enabling framework for channelling resources towards poverty reduction, sustainable development, emergency crisis response and the climate response the world needed. The international aid architecture was growing more complex and fragmented, with a trend towards more vertical and earmarked funding. The discussions on the post-2015 development agenda were a unique opportunity to forge a sustainable development partnership and a funding compact in which the United Nations could play a catalytic role. For that to happen, the diversity of the development finance sector should be embraced through multi-stakeholder approaches and ODA should be refocused by maximizing its leveraging role. It would also be important to define whether the optimal role of the United Nations system was to focus on assisting the most vulnerable and marginalized or on providing technical assistance, policy advice and capacity-building, and to identify the modus operandi for partnerships to unlock new resources. Funding modalities and governance were key to creating enabling conditions for the United Nations system to fulfil its various roles.

22. The current system of core funding was under stress and needed to be re-energized through innovation. The unique UNICEF model was not easily replicable. Thematic funding might be one way to increase the commitment to providing core funding in other parts of the United Nations system. Pooled funding, meanwhile, was more suited to integrated

delivery aligned with the strategic plans of funds and programmes, where the discussions on coherence and fitness for purpose could connect with the realities of partner countries. The question was whether such funds could be harmonized with the trend towards the creation of vertical funds, usually outside the United Nations system. Earmarked funding and emergency resources would still be needed, but they should be combined with core funding, striking a balance between flexibility and stability.

23. The system for funding humanitarian action was overstretched and possibly broken. It would be desirable to find an innovative financing mechanism that would create a robust social protection floor for the world's most destitute people. The charity model of pledging conferences and appeals could not continue indefinitely.

The meeting rose at 4.35 p.m.

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President: Ms. Mejía Vélez (Vice-President)................................ (Colombia)

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In the absence of Mr. Sajdik (Austria), Ms. Mejía Vélez (Colombia), Vice-President, took the Chair.

The meeting was called to order at 10.15 a.m.

Operational activities of the United Nations for international development cooperation (*continued*)

(b) Reports of the Executive Boards of the United Nations Development Programme/United Nations Population Fund/United Nations Office for Project Services, the United Nations Children's Fund, the United Nations Entity for Gender Equality and the Empowerment of Women, and the World Food Programme (E/2014/14, E/2014/34/Rev.1, E/2014/35, E/2015/36 and E/2015/47)

Dialogue with the executive heads of the United Nations funds and programmes

1. **The President** said that the dialogue with the executive heads of the United Nations funds and programmes, on the topic "Fit for purpose in the post-2015 era — which quadrennial comprehensive policy review-mandated actions require accelerated and/or scaled-up implementation if the United Nations development system is to be ready for the challenges of the post-2015 development agenda?" had a twofold objective: to take stock of progress in the implementation of the quadrennial comprehensive policy review of operational activities for development of the United Nations system; and to hear the perspectives of the executive heads of the funds and programmes on the core issues of the system's longer-term positioning, coherence, coordination and integration in the face of the growing diversity of countries' needs, capacities and priorities.

2. **Ms. Clark** (Chair, United Nations Development Group (UNDG); and Administrator, United Nations Development Programme (UNDP)), panellist, responding to the first discussion question for the dialogue, regarding the opportunities and challenges that the integration requirements of the post-2015 development agenda posed if the Organization was to remain fit for purpose in the new era, said that the Millennium Development Goals (MDGs) had been vital in rallying the world to join the fight against poverty. The preparation of over 400 national MDG reports, with the support of the United Nations development system, had contributed both to in-country development dialogues and ownership and to global knowledge sharing. Current development challenges were complex and interconnected, and finding sustainable solutions required integrated responses. Synergies should therefore be sought among the outcomes of the major conferences and summits that would be held in 2015 on disaster risk reduction, financing for development, sustainable development and climate change. Addressing poverty and vulnerabilities and building resilience required Governments to work across ministries and sectors and within broader partnerships. The United Nations development system must similarly be prepared to work collaboratively in support of countries' sustainable development plans and to adopt a truly system-wide approach at all levels. The standard operating procedures of the new United Nations Development Assistance Frameworks (UNDAFs), which were gearing up to support countries to deliver on sustainable development goals, would build on the system's existing experience with "Delivering as one" and the positive outcomes of that approach, which included less duplication of efforts and better alignment of the assistance frameworks with national planning cycles.

3. In considering which mandates of the quadrennial comprehensive policy review required accelerated or scaled-up implementation, it was apparent that, once fully implemented, that review would take the United Nations development system a long way towards being fit for purpose to deliver on the post-2015 agenda. First, however, reforms must be completed at the headquarters level to support common business operations, results management and reporting. Significant cost savings were expected from the joint business operations strategies and joint service centres currently being piloted, and scaling up their implementation was a priority for 2015. Second, the strengthening of the resident coordinator system must continue. UNDG had already initiated a system-wide cost-sharing arrangement in support of that system in 2014 and was counting on the support of Member States during the forthcoming budget negotiations to ensure that all UNDG members made their full contribution.

4. Implementation of the quadrennial comprehensive policy review should be scaled up in three key areas. First, a major breakthrough was needed in development to achieve the eradication of poverty, as well as

significantly reduce inequalities and exclusion, while simultaneously protecting the environment. Many United Nations country teams were already providing support to address the non-income dimensions of poverty, which positioned the Organization well to support the implementation of the sustainable development goals in diverse country contexts. Second, national capacities must be strengthened to advance the sustainable development agenda. In that regard, UNDP had developed quality assurance criteria that ensured the full engagement of national counterparts in design and implementation activities. The tracking and reporting of capacity development, however, needed to improve. Third, South-South and triangular cooperation had been included as a strategic priority in the UNDG work plan for 2015-2016. The newly established UNDG Task Team on South-South Cooperation would guide and support the mainstreaming of such cooperation across UNDG. Some UNDAFs already included South-South cooperation, and the number promoting it was expected to grow. UNDP was also developing a comprehensive strategy on South-South and triangular cooperation to guide scale-up in that area and had undertaken to shield the funding of the United Nations Office for South-South Cooperation in the event of any budget reductions.

5. Funding for the multilateral system had grown at an average rate of 6 per cent per annum since 2007, primarily driven by increases in earmarked funding. Although earmarked resources allowed the Organization to deliver key interventions at scale and to respond to crises such as the Ebola outbreak, they imposed constraints, including high transaction costs, limited flexibility and the risk of a loss of strategic focus. Core resources were therefore essential since they enabled the United Nations to be strategic and responsive to countries' needs; strengthen accountability, transparency, and oversight; advance coherence and coordination; and provide predictable, differentiated services. A larger and more stable base of core resources and core resource contributors would thus be sought.

6. As to the third question, on the implications of the growing diversity of countries' development experiences for the funds and programmes in the post-2015 era, a universal sustainable development agenda clearly called for a development system that was capable of operating across diverse national contexts and was built around results-based, issue-focused and networked teams that could work with speed, flexibility, and professionalism and add value, irrespective of physical presence and diverse business models. The United Nations development system therefore needed to shift from providing representation to providing expertise; and from having a multitude of country offices in a capital to having a "strength of country team" approach. Technical silos across agencies must be removed, back-office support must be integrated, and risk management and due diligence should be shared. The reform mandate set out in the last quadrennial comprehensive policy review had foreseen those needs, and the focus in 2015 must be on implementing it in full. The 2016 quadrennial comprehensive policy review must then build on the progress made.

7. **Mr. Lake** (Executive Director, United Nations Children's Fund (UNICEF)), panellist, said that processes were important, but results were what mattered. The situation of many had improved, but millions were being left behind. Progress for the most disadvantaged, including children, must therefore be a central focus of the post-2015 agenda. Achieving that progress would require ever greater coherence in the United Nations development system because the challenges were both multiple and interrelated. United Nations agencies would have to work ever more closely together at the global and country levels to support Governments. The current quadrennial comprehensive policy review had improved coherence by enabling agencies to simplify programming approaches and align their global strategic plans with the quadrennial comprehensive policy review cycle. The standard operating procedures were good in principle and even better in practice. They had provided an excellent opportunity to deliver as one and accelerate results at the country level, as had the MDG Acceleration Framework. For its part, the Monitoring Results for Equity System was helping overcome bottlenecks and making it possible to target the most vulnerable by working with disaggregated data at the subnational level and supporting regular and "real-time" monitoring. The new quadrennial comprehensive policy review should build on those achievements.

8. The current quadrennial comprehensive policy review rightly called on the United Nations to support South-South cooperation, which was not only happening by global design. Countries, Governments, organizations and businesses increasingly gathered around common

causes, such as malnutrition, to share inspiration and best practices. South-South cooperation was also well positioned to help address humanitarian emergencies and build resilience during and beyond crises.

9. Member States were calling for the United Nations not only to maintain a strong focus on delivering results for the most vulnerable, but also to provide technical assistance, policy advice and capacity development support for countries in all contexts, not least middle-income countries. The United Nations development system must respond with approaches tailored to the priorities and circumstances of each country. It was at the country level where the quadrennial comprehensive policy review had been especially significant. It had improved how United Nations agencies worked together, by promoting joint programming; joint messaging and integrated common services; and the development of lighter and strategic results-focused UNDAFs and common budgetary frameworks. The Organization now needed to work harder at forming an agile United Nations workforce that could operate in both development and humanitarian contexts and, especially, attract women, including from the South, in senior leadership positions in United Nations country teams. Greater efforts must be made to break out of the conceptual and bureaucratic boxes separating long-term development programmes and short-term emergency responses. When responding to a humanitarian emergency, every action must be designed with an eye to its longer-term impact, thus also investing in development goals. It was not just a matter of restoring what had been there before, but of putting in place new systems that could improve the well-being of communities today and into the future. In that way, humanitarian response and development could reinforce each other.

10. Finally, people were at the heart of the United Nations' work and must also be at the heart of the new quadrennial comprehensive policy review. Communities must be increasingly involved in discussions and they must be supported in the design and pursuit of their own solutions. They needed the United Nations development system to be fit to deliver on the post-2015 agenda, which promised those who had the least that they would obtain what they needed the most, in other words, results.

11. **Mr. Osotimehin** (Executive Director, United Nations Population Fund (UNFPA)), panellist, speaking via video link, said that the year 2015 provided a historic opportunity to develop a forward-looking agenda and to capitalize on the demographic dividend generated by the major transformations under way in population structures. 2015 was also the year to build a stronger United Nations development system to partner Member States and national stakeholders. People around the world were calling for equitable and inclusive sustainable development, and the post-2015 agenda must pay priority attention to the rights of women and girls, as well as adolescents and youth, by supporting, empowering and engaging them and investing in their capabilities. The new agenda should also directly address population dynamics, promote sexual and reproductive health and rights and respect cultural diversity, while ensuring sustainable and equitable financing.

12. The current quadrennial comprehensive policy review was a useful starting point for the "fit for purpose" deliberations. The policies it advocated had already produced tangible benefits. Simplified and harmonized business practices and joint procurement initiatives, for example, would result in savings of between $30 million and $60 million for UNFPA starting in 2015. Those funds could now be allocated to preventing millions of unwanted pregnancies or tens of thousands of maternity-related deaths. Common legal and administrative models for purchasing and contracting could be easily developed and applied in other areas as well.

13. The joint operating facility in Brazil was an example of an integrated business model that could be replicated elsewhere. One size would not fit all, but common principles, such as transparency, accountability, results orientation and cost-effectiveness, could be applied to all operations, and there was great potential for savings in information and communications technology, human resources and other common services. Such integrated approaches now needed to be scaled up. The standard operating procedures for countries adopting the "Delivering as one" approach promoted the most effective use of combined experience and skills with a flexible approach that was adapted to country contexts. They should be universally applied to ensure that agencies furthered the integration process and could achieve the most effective results on the ground.

14. Integration would be a prominent element of the new development agenda and must go hand in hand with a human-rights-based approach. Policy and

planning for sustainable development must address both ends of the income and consumption spectrums. Integration across institutional lines would be key, particularly with regard to data issues. As an input for decision-making and accountability, data was a powerful tool for promoting development and greater equity. Measuring progress towards the new sustainable development goals would require the steady flow of timely, high-quality, robust data. UNFPA was working with partners to strengthen national capacities to collect, analyse and use data for development planning, as well as for monitoring and evaluation, and hoped to receive support from Member States for the assistance it provided to Governments in that area.

15. Sustainable development called for a United Nations system whose policies and operational standards could be applied with the flexibility required for differing national contexts. Being fit for purpose meant being able to provide differentiated support in response to the growing diversity of countries' needs. The new business model of UNFPA took into account evolving capacities and changing demands, as well as countries' abilities to finance their development. Preferred modes of engagement with upper middle-income countries, for example, were now the promotion of advocacy, policy dialogue and knowledge management. Such activities required a greater emphasis on policy analysis and diplomacy, as well as more engagement with national partners, in order to invigorate the human rights agenda and empower local communities to demand and facilitate legislative and policy changes. That in turn required the negotiating and consensus-building skills of UNFPA staff to be strengthened.

16. It was to be hoped that Member States, as they deliberated on the development system's longer-term positioning and fitness for purpose, would go beyond the current architecture and look towards building a bolder United Nations that was capable of delivering on its mandate through broader partnerships and of engaging more proactively in the changing development and financial landscape. The hard-won gains recorded in the pursuit of the MDGs over the last 15 years, which were also human rights gains, must be protected; and more could be achieved together, especially for the most vulnerable.

17. **Ms. Puri** (Deputy Executive Director, United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)), panellist, said that a number of historic normative processes were under way in 2015, in the fields of climate change, humanitarian assistance, financing for development and disaster risk reduction, as well as in the context of the post-2015 development framework. For the United Nations development system, being fit for purpose meant being able to effectively help Governments to translate international norms into laws, policy and results on the ground, and to achieve the sustainable development goals. Not only data, but also accountability, collaboration with stakeholders and partners and the development of knowledge bases would be essential for ensuring effective monitoring and follow-up. Obtaining the buy-in of all stakeholders was a key new-generation aspect of the system's integration. Ensuring adequate funding for the system, as well as the means of implementation required by countries, would also be vital.

18. UN-Women, having come into being as a result of systemic reform, had adopted an integrated approach from the outset, integrating into its work not only functions, but all United Nations agendas, including the three pillars of sustainable development and human rights. UN-Women fully supported the Rights Up Front Initiative of the Secretary-General as a key driver for advancing the human rights agenda. Achieving full integration across the development system would require real capacity to align agencies' normative, coordination and operational roles. The implementation of the "Delivering as one" model must continue, as must support for resident coordinators and other United Nations leaders in the field, given the centrality of their role. They would need a strong understanding of the interlinkages between the three pillars and the ability to address complex multisectoral challenges coherently and effectively. The UNDG global cost-sharing modality was another step in the right direction. Together with the backbone of resources maintained by UNDP, it gave the resident coordinator system basic resources in a more predictable fashion.

19. Integration also called for innovation, even if that meant more risk-taking. At the global level there were significant opportunities to use existing bodies, including the Commission on the Status of Women, to support and monitor the implementation of the forthcoming sustainable development goals. Inequalities, across countries and within countries, had

not been reduced, and in many cases had deepened. Gender inequality must be prioritized in the new development agenda, including by establishing a stand-alone goal and by accelerating the implementation of related mandates of the quadrennial comprehensive policy review. There was no need to create new normative frameworks and commitments; the implementation of existing ones and increased linkages with them would help achieve the sustainable development goals.

20. The United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN SWAP) was an excellent example of partnership, coordination and coherence building. Halfway through its implementation, significant efforts to address institutional limitations to gender mainstreaming had been observed, and there had been a steady increase in the number of UNDAFs that prioritized gender-focused results. The gender scorecards used by country teams were now being reviewed and would be further aligned with UN SWAP. Underinvestment in gender continued to be a huge problem, however, and there was a need to move from performance to results and impact.

21. Progress in key aspects of the quadrennial comprehensive policy review was affected by complex structural issues, including in relation to the functions, funding and governance of the United Nations system. Nonetheless, the commitment of Member States to addressing those issues holistically was encouraging.

22. **Mr. Abdulla** (Deputy Executive Director, World Food Programme (WFP)), panellist, said that the MDGs had been instrumental in spurring unprecedented progress, but poverty reduction had not been inclusive and inequality had increased. Not only had the Goal 1 target of halving the proportion of people who suffered from hunger not been achieved, but most people currently facing food insecurity lived in middle-income countries.

23. A key challenge in the formulation of the post-2015 agenda would therefore be to focus on the most vulnerable populations, wherever they were. That required a greater understanding of the root causes of poverty, hunger, inequality and associated vulnerabilities. WFP had undertaken vulnerability assessment and mapping, which consisted of carrying out tailored analysis with national counterparts and other stakeholders to deepen understanding of a given country's food insecurity and nutrition situation. The mapping work informed all WFP programming and allowed it to provide evidence-based policy advice and improve support for both national Governments and implementing or cooperating partners.

24. In order to leave no one behind, official development assistance (ODA) must be explicitly focused on eradicating poverty and on meeting the needs of the poorest quintile, instead of its current broad mandate of promoting economic development and welfare. The operational activities of the United Nations development system must also get closer to the poorest and most marginalized groups, reaching beyond the capital and major cities, particularly in low-income and fragile countries. Support in middle-income countries should concentrate on building capacity and supporting institutions. The overall focus of development assistance should, however, still be on helping to lift the poorest, most marginalized and vulnerable populations. The standard operating procedures for delivering as one were an effective tool for fostering greater collective understanding of the most critical needs and providing more coherent operational support to address them. The deep field presence and innovative tools of WFP meant it was well placed to serve as a platform for United Nations agencies seeking to enhance their operational outreach.

25. Extreme poverty and chronic hunger were inextricably linked to vulnerability to crises, whether natural disasters, surges in food prices or outbreaks of conflict. The transition from emergency relief to post-crisis recovery and development was rarely linear. Investments in both short-term humanitarian responses and longer-term development must overcome the humanitarian-development divide and better address vulnerabilities to shocks. Emergency responses should aim also to help protect hard-won gains in health, food security and poverty reduction; and development planning should cover improvements to national preparedness and emergency response capacities. The upcoming global deliberations on disaster risk reduction, financing for development, the post-2015 development agenda, climate change and humanitarian affairs represented a once-in-a-generation opportunity to tackle the issue and establish funding policies and frameworks to address the humanitarian-development divide.

26. Eradicating hunger and achieving the sustainable development goals would be impossible unless more resources and additional expertise, skills and capacities

were mobilized. Many developing countries already had pertinent solutions to offer under each of the new goals, and pooling collective expertise and experience should be a priority for all countries, as well as for the international community. The differentiated and voluntary nature of South-South cooperation needed to be embraced as a complement rather than as a substitute for North-South cooperation. All countries, regardless of their stage of development, were able to share relevant experiences that could be tapped in the fight against hunger and malnutrition, in order to develop solutions that were known to work.

27. Working together and building on each other's strengths and competencies was the way forward for the United Nations development system, and integrating the humanitarian and development spheres was the only way to have a lasting impact. A collective effort and a more coherent approach was required. That vision of togetherness and complementarity needed to be built into the Council's dialogues and the quadrennial comprehensive policy review. It would be equally important to build sufficient space and flexibility into the system for the Organization's collective responses to be inclusive, contextualized and nimble.

28. **Mr. Carrera Castro** (Guatemala), Chair of the Executive Board of the United Nations Development Programme/United Nations Population Fund/United Nations Office for Project Services, speaking as discussant, said that the introduction, some 25 years earlier, of human development as an indicator of progress had paved the way for discussion of the MDGs. It was now time for an even more complex programme scope. The quadrennial comprehensive policy review, in defining the scope of United Nations development-related operational activities, should put sustainable development at the forefront, and focus on eradicating poverty, reducing inequalities, and preserving the environment.

29. The policy review should also define the major strategies to be promoted by UNDG. In that connection, South-South cooperation would remain vital. There was also scope for South-North cooperation, triangular cooperation and, increasingly, as the international community sought to level the playing field, horizontal cooperation. In aligning the policy review with the post-2015 development agenda, the importance of States' leadership and therefore of national development strategies should be recognized. That implied the strengthening of institutions and the role of States in promoting human development. At the same time, partnerships should continue to be forged with the private sector and civil society. The quadrennial comprehensive policy review should also highlight the role of United Nations development activities in promoting technology transfer.

30. Knowledge-based decision-making was of the utmost importance in overcoming management-related challenges. Means of ensuring universal follow-up and reviewing the situation in every country should also be addressed in the quadrennial comprehensive policy review. Another challenge was providing for the counter-cyclical funding that was crucial for projects in times of increased need. Such funding would require financial programming, which currently was not available to agencies, funds and programmes, but should be.

31. Looking ahead to the third International Conference on Financing for Development, to be held in Addis Ababa in July 2015, UNDG should consider the establishment of common, rather than the current individual, graduation policies regarding the provision of ODA. Moreover, criteria for graduation were outdated, referring almost solely to economic development: in addition to income per capita, they should include the level of inequality within a country and vulnerability to climate change. Graduation policies therefore needed to be revised. The quadrennial comprehensive policy review should clearly set out a policy on domestic resource mobilization in support of United Nations operational activities.

32. It was in the interests of Member States that the United Nations should take on a leadership role in implementation of the post-2015 development agenda. Specifically, the policy review should define and strengthen the role of UNDG at the global level and of the resident coordinator system in the field.

33. Member States should consider including the concept of governance in the quadrennial comprehensive policy review. It was particularly important to continue discussing ways in which to improve the independent evaluation of all programme and fund activities. Likewise, the role of the Council in the oversight of funds and programmes should be defined and strengthened in the policy review; a political mandate was needed in that regard. Lastly, the resident coordinator system had to be reformed from

the governance standpoint. It should be more directly answerable to the Council, to the Secretary-General and to the agencies, funds and programmes. Discussions should focus on the resident coordinator function as an issue related to governance, not management.

34. **Mr. Al-Hamdani** (Observer for Yemen) requested information on the impact of current inter-Arab cooperation on the Arab region, especially in low-income States, and whether there was cause for optimism in that regard.

35. **Mr. Minami** (Japan) said that in order to foster coherence in development-related operational activities, it was necessary to strengthen existing systems, including by promoting the UNDAF, strengthening the resident coordinator system and expanding the use of standard operating procedures. The post-2015 development agenda differed from the MDGs in that it incorporated environmental, developmental and social priorities. The environmental aspects of the new agenda would likely prove especially challenging given the fragmented nature of the United Nations environmental entities and the ongoing operationalization of the Copenhagen Green Climate Fund. Member States should decide on ways to remedy such fragmentation.

36. Regarding the Ebola outbreak, it would be important to assess the United Nations Mission for Ebola Emergency Response (UNMEER) as part of an overall lessons-learned exercise, in order to determine what types of mechanisms might be useful in future global humanitarian crises. The point raised by the Deputy Executive Director of the World Food Programme regarding humanitarian and development-related assistance was a long-standing issue, which Member States should endeavour to resolve as part of the debate on the quadrennial comprehensive policy review and post-2015 development agenda. He requested more information on the Crisis Response Unit, recently created by UNDP to deal with the Ebola epidemic, in particular its handling of humanitarian and development assistance.

37. Core funding was essential to strategic management and to an efficient response in crisis situations, but earmarked funding also played a crucial role in operational activities. Many funding issues, including the allocation of funding among agencies, the best approach to funding response efforts in serious humanitarian crises, and provision for counter-cyclical funding, remained unresolved. The World Humanitarian Summit, to be held in Istanbul in 2016, would be a prime opportunity for in-depth discussions on such topics. Above all, it was important to adopt a people-centred approach.

38. **Ms. Dávila Dávila** (Colombia) said that implementation of the quadrennial comprehensive policy review would bring about economic benefits and improve the coordination of operational activities. She would welcome updated statistical information on the proportion of core and non-core resources available to agencies, two years after implementation of the 2012 quadrennial comprehensive policy review had begun. It would be interesting to know what measures had been taken to address the imbalance between core and non-core funding.

39. **Mr. Egli** (Switzerland) said that the United Nations system must evolve if the international community was to effectively implement the post-2015 agenda. The resident coordinator function was key to ensuring the coherence necessary to deliver results on the ground. His delegation was therefore concerned that the resident coordinators had called for more coherence at agency headquarters and had reported resistance to delivering as one within some agencies. Resident coordinators had, moreover, asked headquarters to provide guidelines on implementing the recommendations on, inter alia, harmonizing business processes and practices, as contained in the quadrennial comprehensive policy review. The mere development of a workplan at headquarters was clearly insufficient: specifics, including detailed timelines, must be established and clearly communicated to United Nations country teams for implementation. He wondered how best to ensure that resident coordinators' voices were heard and asked how UNDG planned to address resident coordinators' concerns in order to better deliver results on the ground.

40. **Mr. Lennartsson** (Sweden) said that there was clear progress in the implementation of the quadrennial comprehensive policy review. In addition to new strategic frameworks that were better aligned with the policy review, the ongoing strengthening of the resident coordinator system was encouraging, as was the roll-out of the new standard operating procedures.

41. Nevertheless, much remained to be done to improve development outcomes on the ground.

Harmonizing policies, procedures, rules and regulations was a highly complex exercise, but one that held great potential, especially for achieving deeper coherence at country level, reducing the workload of programme countries and country offices, and improving efficiencies. He wondered what steps could be taken to accelerate such harmonization in the two remaining years of the current policy review cycle.

42. Funding had an enormous impact on the effectiveness and flexibility of United Nations development activities. Funding modalities had important implications for the overall predictability, transparency and governance of the entities responsible for carrying out development activities. All Member States in a position to do so should contribute and take responsibility for the collectively agreed funding priorities.

43. Core resources should be distributed according to priority. There was also merit in thematic and pooled resources. It would be useful to know how such instruments could be further developed for the implementation of the post-2015 development agenda, in a way that supported integrated approaches across the system. It would be interesting, moreover, to understand how differentiated funding modalities might work in practice, also in the broader context of governance.

44. The new development agenda — more ambitious, integrated and complex — would require Member States to look beyond the quadrennial comprehensive policy review. The Council must probe deeper into fundamental issues regarding funding, governance and organizational arrangements, capacity and impact, and partnerships. All United Nations operations should reflect the three pillars of sustainable development, as well as gender equality and human rights. The United Nations development system must be well equipped and flexible enough to adapt its responses to different country settings. Thus it was crucial to listen to programme countries and gain a better understanding of the challenges facing them. Operational activities must be carried out on the basis of well-researched and timely information; more open and common systems for quality data, knowledge and analysis were needed and national capacities should be significantly strengthened in that regard.

45. **Mr. Jawhara** (Observer for the Syrian Arab Republic), stressing the importance of coherence in the context of the post-2015 development agenda, asked how consistency and coordination in operational activities could best be established, particularly in developing countries that were dealing with exceptional circumstances. Some donors from powerful countries were imposing sanctions on major sectors of society in developing countries, even though the Governments of those donor countries were aware of the impact of such sanctions on the lives of people, especially the poor and women and children, in the recipient countries. He wondered how the United Nations funds and programmes might draw the attention of such Governments to the consequences of their policies on vital sectors of society.

46. **Ms. Franceschi Navarro** (Panama) requested information on the measures that the United Nations development system might adopt internally in order to ensure better results on the ground. Core and non-core resources would be needed to make meaningful changes: assuming that the current lack of coherence and impact on the ground might be linked to insufficient core funding, she asked what strategies were being considered to increase such funding in particular.

47. **Mr. Stokes** (Australia), referring to the Secretary-General's report (A/70/62-E/2015/4), asked for more detailed information on the business operations strategy pilot initiative and on the piloting of the business operations strategy and the joint operations facility in Brazil. He said that such examples were highly encouraging and would provide further insights into options for enhancing coherence in business operations in order to reduce costs and make additional resources available to different programmes. He wondered how soon recommendations based on the cost-benefit analysis of the pilot programmes might be expected.

48. Regarding the role of financing, he asked which funding modalities would best contribute to supporting resilience, peacebuilding and early recovery. Governance should also become part of the debate on those topics. It would be interesting to know whether there was scope in the review of the peacebuilding architecture or other forums for strengthening the United Nations development system's participation in such activities.

49. **Ms. Telles Ribeiro** (Brazil) said that as one of the countries involved in a pilot project on harmonization

and simplification of business processes, Brazil could appreciate the significant progress made in reducing costs and welcomed efforts to make procurement a tool for promoting development. It would be useful to know which activities had the most potential not only for achieving greater transparency in United Nations procurement operations, but also for promoting the goals of the post-2015 development agenda, including poverty eradication, gender empowerment and sustainable development.

50. **Ms. Clark** (Chair, United Nations Development Group (UNDG); and Administrator, United Nations Development Programme (UNDP)), said that it was important to pursue sustainable and environmental development as well as human development goals in the post-2015 development era. National ownership, partnerships with the private sector and civil society, and technology transfer would continue to be important in that endeavour. Current graduation criteria based on income alone distorted the representation of a country's development; there was scope for a more comprehensive view when other criteria such as the human development index were included. UNDG would welcome the Council's strong affirmation that the Group had a global leadership role to play in pursuing the post-2015 development agenda.

51. Evaluation was a useful tool for management to identify ways to improve its work. UNDG would welcome the continued involvement of the Council, alongside the executive boards, in overseeing operational activities. The resident coordinator system was critical in carrying out those activities: consistent with plans to strengthen UNDG, resident coordinator accountability and clear reporting lines would continue to be of the utmost importance.

52. There was cause for much optimism regarding cooperation in the Arab region, where countries ranged from least developed to very high-income status. There was therefore enormous capacity for further solidarity and support within the region.

53. Turning to environmental challenges, she said that the fragmentation of the United Nations system, as referred to by the representative of Japan, did not necessarily affect results on the ground: the United Nations agencies actively engaged at the operational and programme level in country relied on extensive collaboration among themselves to operate effectively. The Green Climate Fund, for its part, should remain a fund, rather than becoming operational and taking on programme-related responsibilities. The Crisis Response Unit, focused on rapid response to crises, would undoubtedly improve the Organization's ability to satisfy urgent needs in future crises.

54. The issue of core and non-core resources was a complex one, and it was important to remember that there were many types of earmarked funding, including high-quality resources that allowed the United Nations development system to operate strategically and with flexibility. UNDP was attempting to document for its Executive Board members the various types of funds and contributions by countries with a view to devising more strategic programmes.

55. Good communication between headquarters and resident coordinators was indeed essential. It was in everyone's interest to finalize the harmonization programme. UNDG and the High-level Committee on Management had agreed on a common plan for harmonization of business practices; they were currently examining the interoperability of the agencies' various platforms.

56. In terms of achieving coherence, she stressed the importance of leadership and the support of all stakeholders in the negotiation of clear partnership framework agreements with Governments. The best way for the United Nations development system to adapt internally in order to achieve better results on the ground was to establish a quadrennial comprehensive policy review that provided clear time frames for response by programmes and agencies.

57. **Ms. Puri** (Deputy Executive Director, United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)), said that the current debate should focus on ensuring not only that the United Nations itself was fit for purpose in the post-2015 era, but that it was in a position to support Member States in becoming fit for purpose in that context. As a relatively new, small agency, UN-Women had benefited greatly from coherence at country level. It was thus engaged in joint analysis with country teams, and enjoyed joint leadership and oversight with UNDAF partners.

58. In addition to increasing access to funding, innovative sources of financing should be encouraged. UN-Women was currently awaiting accreditation to become an implementing partner of the Green Climate Fund in order to work with Member States to develop

strategies for empowering women and promoting gender equality in the context of climate action. For a new agency like UN-Women, it was important to focus not only on striking a balance between core and non-core resources, but also on ensuring a critical mass of financing.

59. **Mr. Lake** (Executive Director, United Nations Children's Fund (UNICEF)), said that measuring progress primarily through income was indeed outmoded; he hoped that other types of measurement would continue to emerge and that they would be disaggregated, rather than based on national averages, making it simpler to identify inequalities. South-South cooperation was essential, but South-North and horizontal cooperation were increasingly important: South-North cooperation had recently contributed to rebuilding efforts in the United States in the aftermath of Hurricane Sandy and horizontal cooperation was proving useful in ensuring better child protection in the Commonwealth of Independent States. While it was important to preserve the central role of States, the technology revolution meant that societies were communicating directly among themselves, including though rapid messaging. Civil society and the private sector therefore also needed to be involved in any discussions on development. There were, furthermore, risks involved in centralizing too much the collection of big data, given the speed of technological progress.

60. With regard to the Ebola outbreak, lessons learned included the importance of urgent response, country-level action, and building on development while responding to an emergency. As for core and non-core resources, he noted that UNICEF was increasingly receiving support from individuals in the private sector, which demonstrated the public's support for the provision by Governments of core resources for development. Business models needed to be flexible with regard to country settings. The importance of carrying out development activities even in procurement operations could not be overstated. Lastly, UNICEF strongly supported the resident coordinator system, which, in its programmatic work, guided and oversaw development activities, taking into account the national context.

61. **Mr. Osotimehin** (Executive Director, United Nations Population Fund (UNFPA)), speaking via video link, said that graduation policies should reflect different national contexts and should be negotiated with Member States on a case-by-case basis. UNFPA, like Member States, supported the resident coordinator system and would continue to do so. In carrying out its operational activities, the Organization should adopt a people-centred approach that guaranteed basic human rights; indeed, human rights should be a specific focus of the post-2015 era.

62. The Ebola outbreak had revealed weaknesses in national health systems. Those systems needed to be strengthened, with the involvement of communities. Financing for health should be included in the post-2015 development agenda.

63. Lastly, a sound procurement system and collaboration with countries would go a long way to supporting development. UNFPA was working with the Government of Norway, the Bill and Melinda Gates Foundation, and several private sector entities to bring down the price of commodities and thus make them available to more people around the world.

64. **Mr. Abdullah** (Deputy Executive Director, World Food Programme (WFP)) said that coherence was important not just at headquarters, but also throughout the United Nations development system, from concept to delivery through country offices. With regard to funding, predictability and flexibility of application was more important by far than the proportion of core and non-core resources available for programmes. Multi-year funding, for instance, allowed planning for longer-term achievements. Funding modalities should be discussed in greater depth at the third International Conference on Financing for Development; Member States were encouraged to agree on language that would allow for more reliable programme funding. Participants at the Third World Conference on Disaster Risk Reduction, to be held in Sendai, Japan, in March 2015, should focus on the development aspects of disaster risk reduction. Procurement was certainly also important in connection with forging partnerships and ensuring that those who needed support most received it in a timely and cost-effective manner. WFP was working in partnership with the Food and Agriculture Organization of the United Nations and UNDP to help smallholders establish sound agricultural business practices.

The meeting rose at 1.05 p.m.

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Summary record of the 12th meeting
Held at Headquarters, New York, on Tuesday, 24 February 2015, at 3 p.m.

President: Ms. Mejía Vélez (Vice-President) .... (Colombia)
later: Mr. Drobnjak (Vice-President) .... (Croatia)

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In the absence of Mr. Sajdik (Austria), Ms. Mejía Vélez (Colombia), Vice-President, took the Chair.

The meeting was called to order at 3.15 p.m.

Operational activities of the United Nations for international development cooperation (*continued*)

(c) South-South cooperation for development

Panel discussion: "Opportunities and challenges to mainstream South-South cooperation by the United Nations development system in order to maximize its impact on national capacity development"

1. **The President** said that there was demand from many programme countries for the United Nations to support South-South cooperation, particularly in areas such as economic growth and employment, the environment and natural resources. It was therefore important to continue sharing experiences and good practices regarding South-South, triangular and North-South cooperation, The United Nations development system had made progress in promoting South-South cooperation, and 20 of the 22 United Nations agencies that had taken part in a survey of agency headquarters conducted by the Department of Economic and Social Affairs had confirmed that they had integrated it into their strategic plans. Eighteen of those agencies had also reported on South-South cooperation in their annual reports. There was a need, however, for more coherent coordination and effective support for South-South cooperation from the United Nations system.

2. **Mr. Zhou** Yiping (Director, United Nations Office for South-South Cooperation, and Envoy of the Secretary-General on South-South Cooperation), moderator, said that there was growing consensus among developing countries on the importance of South-South cooperation and developing countries were increasingly working together to share their knowledge and experience to promote development. China was spearheading the creation of the Asian Infrastructure Investment Bank, which would complement the role played by the recently-established New Development Bank (BRICS Development Bank) and provide further impetus and financial support for South-South cooperation. Furthermore, many developing countries were working together to establish national climate funds to address the challenges posed by climate change, and many large developing countries, including Brazil, China and India, had signed agreements with United Nations agencies with a view to sharing with other developing countries their extensive knowledge in fields such as agriculture, information technology and rural poverty eradication. The United Nations was seeking to build on the consensus reached in the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation and underscored that South-South and other forms of non-traditional cooperation could complement, but not replace, traditional North-South cooperation mechanisms. Many United Nations agencies had adopted system-wide operational guidelines on South-South cooperation, and many had established South-South cooperation focal points or allocated resources to support dedicated South-South knowledge exchange mechanisms.

3. More remained to be done. All developing countries were strongly urged to establish focal points to oversee South-South cooperation inflows and outflows, and allocate resources to support multilateral cooperation mechanisms. United Nations country teams were well positioned to support national initiatives in that area. Developing countries were also urged to redouble their efforts, including in collaboration with the private sector and civil society, to help their peers in the global South to achieve the remaining Millennium Development Goals (MDGs) and prepare the ground work for the achievement of the anticipated sustainable development goals. The technologies and material and human resources needed to address the vast majority of MDG and sustainable development goal challenges were to be found in developing countries and concerted efforts were now needed to enable all countries to exploit those technologies and resources for the benefit of the peoples of the global South.

4. **Mr. Chediek** (United Nations Resident Coordinator, Brazil), panellist, said that, despite its long history of exclusion, poverty, hunger and discrimination, Brazil had made impressive progress in terms of its development indicators since the early 1990s; indeed, according to the rigorous human development indicator developed by the Brazilian authorities, human development had improved by 48 per cent in just 20 years. The success of Brazil was due to the Government's strong political commitment to human development and its implementation of innovative national policies and programmes. Many countries in the global South were eager to learn from

that successful approach and Brazil had established the Brazilian Cooperation Agency to respond to numerous requests for development assistance. Moreover, Brazil had adopted the concept of South-South cooperation as a key pillar of national policy and was working closely with the 14 United Nations agencies operating in the country, as well as with traditional donors, to identify and share best practices. Between 2012 and 2014, Brazil had worked with those agencies to launch 44 South-South cooperation initiatives. Brazil also participated in trilateral initiatives with the United Nations development system and traditional donor countries, including Japan and the United Kingdom, to implement projects in other developing countries in areas such as women's empowerment and school feeding programmes. Brazil was particularly well placed to assist many developing States in South America and Africa because, like Brazil, they were multicultural, multiracial tropical countries and often faced similar challenges.

5. Brazil was constantly striving to enhance the impact of its South-South cooperation initiatives and called for further efforts to ensure that all organizations promoting development adopted an institutional culture that was conducive to South-South cooperation. Donor and recipient countries must have a clear understanding of how the United Nations development system could facilitate such cooperation. Moreover, care must be taken to ensure that the various approaches to development adopted by United Nations agencies did not hinder the provision of assistance; instead, operational diversity and the variety of experience should be seen as a strength of the Organization that could enhance its impact. South-South initiatives spearheaded by Brazil were having a significant impact in other countries. For example, a successful school feeding programme was now being replicated in several African and Central American countries, in partnership with the Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP). Food insecurity and malnutrition were already improving as a direct result of those programmes. Brazil had also provided technical assistance to help Senegal conduct a national census and, following the success of that initiative, Brazil and Senegal were both assisting Haiti to prepare for its national census, which would use the same tried and tested technology.

6. The Brazilian Learning Initiative for a World without Poverty had been launched in partnership with the World Bank and the United Nations Development Programme (UNDP) to identify, document and disseminate knowledge about the country's experience with the design and implementation of policies and programmes to promote social development and poverty reduction. Furthermore, under the auspices of UNDP, the Governments of Haiti, Brazil and Cuba were working together to strengthen the health care system in Haiti, and Brazil was providing technical assistance to Peru to help with the launch of a conditional cash transfer programme, modelled on a similar programme in Brazil, that aimed to significantly improve the lives of some 1.7 million Peruvian children and 800,000 families.

7. **Ms. Grignon** (Observer for Kenya), panellist, said that as a lower-middle-income developing country that faced many of the same challenges as other developing countries, Kenya believed that the United Nations development system could support Governments as they sought to adopt multisectoral approaches and coordinate responses to climate change, sustainable development, poverty reduction, gender equality, and other complex issues that required interagency responses. The Organization could use its unique role as a convening power to help Governments leverage resources for the common good. Furthermore, the United Nations development system could provide evidence-based policy advice in line with international norms and standards, which should be integrated into national legislative and policy frameworks, and could help Member States monitor the effect of those frameworks on their citizens. The United Nations could also help countries establish knowledge-sharing mechanisms, a critical prerequisite if they were to successfully implement South-South and triangular cooperation initiatives.

8. Many low- and middle-income developing countries required assistance in their efforts to gather high-quality data, promote transparency and align their national policies with their development priorities. In that connection, South-South cooperation could strengthen national ownership of development projects and bolster national capacities. Indeed, countries that had successfully integrated South-South and triangular initiatives in their national cooperation strategies were often more successful at mobilizing resources and scaling up development initiatives. Although South-

South and triangular corporation could only complement, not substitute, traditional North-South cooperation modalities, they would undoubtedly play an increasingly important role in the years ahead as countries strove to achieve the remaining MDGs and the new sustainable development goals. South-South and triangular cooperation could enhance the effectiveness of development assistance as provider and recipient countries often faced similar challenges and were frequently better able to formulate appropriate development strategies than traditional donors. They also reinforced mutual trust between States of the global South, many of which were proactively engaging in the global development architecture and moving beyond their traditional roles as aid recipients. For South-South cooperation to be successful, high-level political support was crucial, particularly with a view to ensuring the sustainability of cooperation initiatives. The United Nations, as an international organization operating across the global South with strong credibility among a wide range of stakeholders, was ideally suited for mobilizing the resources necessary to implement South-South cooperation programmes. A pragmatic, collaborative, action-oriented and multi-stakeholder approach to development was needed, with input from civil society and non-governmental organizations. South-South cooperation must be based on long-term relationships between stakeholders.

9. If South-South cooperation programmes were to be mainstreamed in countries' national development plans, States must develop reliable and easily-understandable indicators to facilitate effective monitoring and evaluation of cooperation initiatives. Every effort must also be made to identify capacity gaps, leveraging any support necessary in that regard from traditional donors. Kenya had established the National Integrated Monitoring and Evaluation System to monitor the implementation of its long-term development blueprint and had shared its experience with all relevant stakeholders. The United Nations continued to provide technical and financial assistance to Kenya, through the United Nations Development Assistance Framework (UNDAF), to help it achieve its development objectives, as set forth in the Kenya Vision 2030 development programme. Kenya had adopted a decentralized, people-centred approach to development in which decisions were made at the lowest appropriate level with a view to bringing Government closer to the people and increasing popular participation in development initiatives.

10. Efforts must be made to improve coordination between United Nations agencies to avoid giving the impression that they were in competition with each other. Overreach by agencies and fragmentation of their development assistance also remained a matter of some concern. Furthermore, civil society organizations and private sector stakeholders must coordinate and streamline their operations to ensure that they were effective partners in development, and efforts must be made to improve policy planning and budgeting. To that end, the Kenyan Public Finance Management Act of 2012 sought to ensure that development projects could be implemented without mobilizing additional resources.

11. The United Nations development system could also enhance the capacities of developing countries to formulate development cooperation programmes that responded to their specific challenges, as well as strengthen the capacity of subregional and regional organizations to identify areas where South-South cooperation would have the greatest impact. Developing countries should review their development policies, strategies and institutional and regulatory frameworks to provide an environment that supported South-South and triangular cooperation initiatives.

12. *Mr. Drobnjak (Croatia), Vice-President, took the Chair.*

13. **Mr. Choesni** (Observer for Indonesia), State Ministry of National Development Planning, panellist, said that Indonesia was learning from the extensive experience of Brazil in promoting development, particularly in the area of conditional cash transfers, which Indonesia was planning to use to provide assistance to more than 10 million poor households across the country. Since 2008, Indonesia had been categorized as a middle-income country, and was increasingly playing an active role in the global economy. A member of the Group of 20 (G20), Indonesia was a signatory to the Paris Declaration on Aid Effectiveness and, in 2009 had adopted the Jakarta Commitment, which constituted the country's aid effectiveness road map. To promote international cooperation, including South-South and triangular cooperation, Indonesia was endeavouring to establish a knowledge hub, so that lessons learned by development partners in various parts of the country, and by other

countries in the global South, could be shared with relevant stakeholders in order to facilitate the replication of effective development projects. Indonesia had not established a central entity to coordinate South-South and triangular cooperation; that function was performed by a national coordination team, comprising the Ministry of Foreign Affairs, the Ministry of Finance, the Ministry of State Secretariat and the State Ministry of National Development Planning. Additional resources would be required, however, if Indonesia was to realize the full potential of South-South cooperation and fulfil its national development agenda.

14. Since 2009, Indonesia had been working with UNDP to streamline and strengthen the effectiveness, ownership and transparency of its development programmes. It had, moreover, signed a partnership agreement with that Programme in 2012 with a view to supporting other developing and least developed countries, including Myanmar, Uzbekistan, Vietnam and Morocco. On the basis of its experience, Indonesia was convinced that the United Nations could play a catalytic role in South-South and triangular cooperation, including in areas such as technology transfer and institutional development, and could bolster countries' efforts to achieve their national development priorities. Assistance providers also stood to benefit from such cooperation and both providers and recipients should seek to exploit the breadth of knowledge gained by United Nations and other relevant agencies and partnerships. Efforts must also be made to ensure that development programmes were sustainable and established clear exit strategies for when they were no longer required.

15. **Mr. de Aguiar Patriota** (Brazil) said that the debate on how to promote South-South cooperation was an opportunity to realign the entire United Nations development cooperation system so that it placed greater emphasis on social inclusion and the sustainable use of national resources. South-South, triangular and other forms of non-traditional cooperation enabled countries at similar stages of development, which often faced similar challenges, to share best practices in a wide variety of fields, including job creation, transport and migration. With India and South Africa, Brazil had established the India, Brazil and South Africa (IBSA) Facility for Poverty and Hunger Alleviation (IBSA Fund), which provided financial support to human development projects in the developing world. Brazil strongly believed that the Fund could serve as a model for other South-South cooperation partnerships and called on the United Nations development system to enhance and scale up its support for such initiatives. The guidelines on traditional North-South cooperation established by the Organization for Economic Cooperation and Development (OECD) were not necessarily the most appropriate guidelines for South-South cooperation initiatives, which should be based on the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation. However, further discussions would be needed for consensus to be reached in that important area.

16. **Mr Ruiz Blanco** (Columbia) said that South-South cooperation complemented, but could never substitute, North-South cooperation and official development assistance (ODA) from developed countries. South-South cooperation should be understood as a demonstration of solidarity between developing countries that emphasized national ownership, non-conditionality and respect for national sovereignty. It could help countries enhance their human resources, promote technological modernization and entrepreneurism, and exploit and preserve their natural resources. To maximize the impact of South-South and triangular cooperation, more systematic and coordinated support was needed from the United Nations system, which had a key role to play in facilitating knowledge-sharing, providing technical assistance and matching potential assistance providers with recipients with a view to establishing collaborative partnerships for development. In particular, steps should be taken to bolster the role of the United Nations Office for South-South Cooperation so that it could more effectively fulfil its mandate.

17. **Mr. Shearman** (United Kingdom) said his country had gained valuable experience through its development cooperation with Brazil and other development partners. While South-South cooperation should not be seen as a substitute for traditional North-South cooperation paradigms, it could only grow in importance over the coming 15 years as the international community strove to achieve the sustainable development goals. Many of the key issues relevant to South-South cooperation were reminiscent of issues that came up in the context of North-South cooperation, including the question of how stakeholders could avoid fragmentation and promote

project sustainability, as well as issues of national ownership, financial responsibility and transparency. In that regard, he asked the observer for Kenya, in the light of her country's experience, how stakeholders could maximize the impact of multi-stakeholder partnerships, and whether consensus was emerging on a set of common principles to guide both South-South and North-South cooperation initiatives.

18. **Mr. Momita** (Japan) said that his country had been promoting South-South and triangular cooperation for several decades and would continue to share its knowledge and best practices in that area with all relevant stakeholders. Japan worked closely with the United Nations Office for South-South Cooperation and believed that South-South and North-South cooperation should be undertaken in line with the policy priorities of programme countries and United Nations agencies. The United Nations Office could play a key role in promoting capacity development and fostering dialogue between providers and beneficiaries of South-South cooperation and other relevant stakeholders. However, the international community should also reflect on how the Organization could further enhance its support for South-South and triangular cooperation in the future, with a view to promoting development.

19. **Ms. Colín Ortega** (Observer for Mexico) said that additional resources would be required to fully develop South-South cooperation mechanisms. South-South cooperation was a partnership of equals, based on the principle of solidarity among countries of the global South, as a complement to traditional ODA. To boost its effectiveness, it was essential to enhance results-based management and accountability mechanisms and coordinate South-South and other initiatives to support countries' national plans and priorities. South-South and triangular cooperation were exceptional tools that enabled Member States to learn from the best practices of a diverse range of stakeholders. More could be done, however, to enhance the effectiveness of South-South cooperation, including by ensuring the predictability of assistance, encouraging development partners to make strategic cooperation commitments, discouraging isolated short-term activities, improving coordination and communication mechanisms and enhancing information-gathering at the national level. In that regard, the Global Partnership for Effective Development Cooperation could help providers from the global South design more effective methodologies to determine their development cooperation needs. Mexico fully supported initiatives, mechanisms and institutional arrangements to promote South-South and triangular cooperation among developing countries, and believed that such cooperation would be an effective tool in global efforts to achieve the sustainable development goals.

20. **Ms. Grignon** (Observer for Kenya) said that on the basis of the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation and the experience of, and lessons learned by, countries at different levels of development in their efforts to promote and implement South-South cooperation initiatives, consensus was emerging on a set of common principles and standards for cooperation that would, inter alia, help facilitate implementation of the post-2015 development agenda.

21. **Mr. Zhou** Yiping (Director, United Nations Office for South-South Cooperation, and Envoy of the Secretary-General on South-South Cooperation) said that the United Nations Office for South-South Cooperation was working with established South-South cooperation partners, including Brazil and China, to help developing countries establish national South-South coordination entities and monitoring mechanisms. Further efforts would be needed to establish standard criteria for measuring the impact of South-South initiatives.

22. **Mr. Chediek** (United Nations Resident Coordinator, Brazil) said that South-South cooperation initiatives were often low-cost yet highly effective ways to promote development; they would prove critical in the implementation of the post-2015 development agenda. Further political support for South-South cooperation would be needed in order to fully exploit its potential. Moreover, the United Nations development system and other international organizations must allocate additional financial resources and streamline their institutional support mechanisms to support South-South initiatives.

23. **Mr. Choesni** (Observer for Indonesia), State Ministry of National Development Planning, said that China, Indonesia, Mexico and other developing countries were seeking to reach agreement on a set of guiding principles for development cooperation. There was general consensus that South-South cooperation could not substitute traditional North-South cooperation mechanisms and that developing countries

must exercise ownership over their cooperation initiatives. Increasingly, developing countries at similar levels of development were working together to address common challenges by sharing their experience and identifying best practices. It was likely that South-South cooperation would prove to be a highly effective mechanism in global efforts to achieve the sustainable development goals.

The meeting was suspended at 4.55 p.m. and resumed at 5 p.m.

Operational activities of the United Nations for international development cooperation (*continued*)

(a) Follow-up to policy recommendations of the General Assembly and the Council (*continued*)

(b) Reports of the Executive Boards of the United Nations Development Programme/United Nations Population Fund/United Nations Office for Project Services, the United Nations Children's Fund, the United Nations Entity for Gender Equality and the Empowerment of Women, and the World Food Programme (*continued*)

(c) South-South cooperation for development (*continued*)

24. **Mr. Mamabolo** (South Africa), speaking on behalf of the Group of 77 and China, said that the role of United Nations operational activities for development, and their capacity to assist developing countries in achieving their development goals, must be strengthened and scaled up; to that end, continued improvement in effectiveness, efficiency, coherence and impact, as well as a significant increase in core resources, would be needed. Operational activities for development should also focus on capacity-building for developing countries to enable them to address national priorities and achieve internationally agreed development goals. In that regard, the United Nations should make optimal use of available national expertise by enabling and facilitating the access of recipient countries to the full range of development services available throughout the United Nations development system, including regional commissions.

25. The urgent need to address poverty could not be overemphasized. Bearing in mind that General Assembly resolution 67/226 had called upon the United Nations development system to assign the highest priority to poverty eradication, which remained the greatest global challenge, the system must address that priority through targeted and focused development programmes and projects. The United Nations funds and programmes should include, in their regular reporting to the Council, information on steps taken, in accordance with their mandates, to scale up efforts to address the root causes of poverty and hunger; and information on the sharing of good practices, lessons learned and programmes and policies such as capacity-building, employment generation, education, vocational training, rural development and the mobilization of resources, which were aimed at achieving poverty eradication and promoting the active participation of those living in poverty in their design and implementation.

26. The Group attached great importance to General Assembly resolution 69/238 on operational activities for development of the United Nations system, and emphasized the need, in the context of its implementation, to strike a balance between core and non-core resources in order to operationalize the concept of critical mass. The Group also stressed the need to review the governance structures of the United Nations funds and programmes in a constructive, reform-oriented dialogue to ensure the legitimacy of the development system. Reiterating the requests contained in General Assembly resolutions 67/226, on the quadrennial comprehensive policy review, and 69/239, on the strengthening of South-South cooperation, the Group appreciated the significant progress made by different entities of the development system toward mainstreaming South-South and triangular cooperation in their key policies, strategic frameworks, operational activities and budgets. The Group urged the United Nations system to implement decision 18/1 of the High-level Committee on South-South Cooperation, including by promoting system-wide provision of financial and human resources for the United Nations Office for South-South Cooperation.

27. Expressing its concern at the lack of transparency regarding the reporting received from the United Nations system at the country level, the Group requested that regular reporting on results achieved by the system should be provided to Governments of programme countries at least twice during each UNDAF or other common planning framework cycle. Such reports should be structured around the UNDAF and linked to national development results, and should

inform the Governments of programme countries of the results achieved by the United Nations country team as a whole. The Group requested the Secretary-General, in the context of his regular reporting to the Council, to provide an update on progress in that regard. The contributions of Member States in the operational activities segment would go a long way toward shaping a more inclusive quadrennial comprehensive policy review process. Tangible goals for the improvement of the development system must be advanced in anticipation of the quadrennial comprehensive policy review cycle starting in 2016.

28. **Mr. Maksimychev** (Russian Federation), stressing the need for timely issuance of reports of the Secretary-General in all official languages to ensure that Member States were fully prepared for the operational activities segment, said that the systematic and successful implementation of the new sustainable development agenda would depend on rational use of donor resources, transparency and efficiency, with due consideration given to the priorities of programme countries. In that connection, his delegation welcomed discussions by Member States and the development system on the issue of funding for operational activities and stressed the need for a continued presence of the United Nations funds and programmes in countries in need, especially low-income and least developed countries. His delegation called for a continued increase in core resources, along with an improvement in the predictability and quality of earmarked funds, which were equally important for addressing the challenges faced by programme countries. In that connection, the ongoing discussions in some of the United Nations funds and programmes about the concept of critical mass of core resources had provided valuable insight into different agencies' approaches to development financing and had underscored the continued relevance of non-core resources for the implementation of their mandates.

29. The United Nations development system should continue to accord priority to sustainable economic growth, employment, poverty reduction and health, areas for assistance that programme countries had identified as fundamental. Measures designed to facilitate the interaction of the Organization with new and emerging donors should continue to be implemented and reforms aimed at improving operational coordination among agencies and enhancing the efficiency of the development system should be carried out. At the same time, individual agencies, funds and programmes must maintain their distinct mandated responsibilities, as the implementation of those specific mandates was essential to the full realization of the post-2015 development agenda. While the success of the post-2015 agenda would require a reconfiguration of the work and operational activities of the United Nations system, it was nevertheless important to safeguard the existing system, which had proven effective in guaranteeing progress, notably toward the MDGs. To be effective, the development system must strike a balance between providing direct development assistance and monitoring Member States' progress toward internationally agreed development goals and targets.

30. **Ms. Colín Ortega** (Observer for Mexico) said that, as a general policy, developing countries must be better represented in international organizations. In that regard, a discussion should be held with a view to improving the practices and functioning of the governing structures of the United Nations funds and programmes, bearing in mind that they should be funded from voluntary rather than mandatory contributions.

31. The resident coordinator system should be adequately diversified in terms of geographical distribution and gender, with all United Nations entities participating on an equal footing in that system. Options for strengthening the development system needed to be explored. While the resident coordinator system should remain under the umbrella of UNDP for the time being, the functional firewall separating the resident coordinator function from the UNDP resident representative function should be maintained. The United Nations development system should optimize resource use by avoiding fragmentation and adopting revised oversight policies aimed at bringing about reforms and strengthening the evaluation, audit, transparency and accountability structures and components. The United Nations should make the "Delivering as one" initiative a reality and continue to promote joint efforts in that context to improve the effectiveness of its operations. "Delivering as one" would contribute to improving communication between funds and programmes, sharpening the focus of operations, maximizing gains and avoiding fragmentation of financial and human resources that could be more effectively channelled toward other areas.

32. Greater efforts should be undertaken to mobilize resources, including but not limited to financial resources, from Governments, the private sector, academia, civil society organizations and foundations in order to complement agencies' core resources and ensure that adequate means were in place to provide support for countries, particularly least developed countries. Consideration of those issues should be taken up at the third International Conference on Financing for Development. Efforts must be undertaken to strengthen exchanges between the United Nations system, Bretton Woods institutions and other relevant international forums such as the G20 and to enhance dialogue processes aimed at developing a coordinated response to the consequences of the financial crisis and reducing its impact on development activities. The structured dialogues should contribute to the incorporation of non-core resources in strategic plans; those resources were an essential component of available funding for development activities and were, for the most part, efficiently allocated. The creation of forums for dialogue on development financing outcomes could provide a platform for United Nations agencies to improve the current financial architecture and align it with the challenges and activities of the post-2015 era. Regional and country offices could contribute to mobilizing resources by establishing partnerships with key stakeholders in the private sector and civil society to help defray the costs of implementing existing programmes or develop new strategies to ensure national ownership of programmes. The Secretariat should conduct a review of the quadrennial comprehensive policy review recommendations and prepare a report highlighting those that were aligned with the goals and targets of the post-2015 development agenda, in order to serve as a basis for Member States' preparation for the next quadrennial comprehensive policy review cycle.

33. The magnitude and complexity of the development challenges on the threshold of the post-2015 era made it essential for development actors to forge partnerships in order to maximize their comparative advantages and channel their efforts toward agreed development goals. The implementation of the post-2015 agenda, while primarily State-driven, could not be regarded as the exclusive responsibility of States; it would also require the development and strengthening of synergies between Governments and actors outside the United Nations development system. In that context, the Global Partnership for Effective Development Cooperation provided an inclusive platform for equal dialogue among development actors with the goal of strengthening the impact and effectiveness of partnerships based on the principles of mutual transparency and accountability, including through the monitoring of partnerships at the local level. The effective implementation of the post-2015 agenda would require more than a network of agencies with coordinated development or humanitarian assistance activities; it would require the harmonization of policies, procedures, rules and regulations in order to bring about structural and coordinated reforms in the development activities of each agency and the definition of strategic plans and country programmes, with a view to improving the Organization's efficiency.

34. The defining characteristics of middle-income countries and the methodologies used to determine them must be discussed. Given that those countries constituted a heterogeneous group comprising 7 billion people, of which 73 per cent were living in poverty, accounted for one third of world gross domestic product and were the drivers of global growth, it was necessary to move beyond the per-capita income criterion and develop a more holistic methodology for defining them. Middle-income countries had a key role to play in development cooperation, particularly South-South cooperation. They could share experiences in overcoming challenges and could therefore contribute to a better understanding of global development challenges. The commitment of the international community was nevertheless required to tackle inequality. Support for middle-income countries was not a substitute for support for least developed countries, island States or other countries in need, nor did it imply an increase in ODA. Rather, it would involve the provision of a specific set of tools and incentives aimed at promoting, inter alia, increased access to markets and credit.

35. The United Nations system offered value added with regard to maximizing the impact of South-South cooperation, which had been incorporated in the 2014-2019 UNDAF for Mexico. It was necessary to define the rules governing South-South cooperation by articulating specific and measurable objectives, as well as indicators and rules aimed at defining the role of the development system in the promotion of South-South cooperation. In that regard, Mexico supported the request of the High-level Committee on South-South Cooperation for UNDG to establish a formal framework and inter-agency mechanisms for the

effective participation of the United Nations development system in South-South cooperation.

36. **Ms. Wang** Hongbo (China) said her delegation hoped that the dialogue on the longer-term positioning of the United Nations development system would contribute to a fuller understanding of the development needs of developing countries and to improving the quality and effectiveness of the Organization's work. General Assembly resolution 67/226 provided clear guidance for the work of the development system and, while encouraging progress had already been made toward its implementation, the system should continue to implement it actively, comprehensively and in good faith.

37. Much remained to be done in the area of poverty eradication, the biggest global challenge and the foundation for the sustainable development of developing countries. The development system should continue to focus on eradicating poverty through strengthening the capacities for self-development of developing countries and continuing to plan and implement projects in line with that focus. Adequate resources and a rational resource structure were crucial for the realization of the MDGs and the post-2015 agenda. The recent decline in development resources and the growing imbalance and fragmentation of core and non-core resources had gravely impeded the development system's capacity to fulfil its mandated responsibilities and were of great concern to developing countries. To address those issues, the system should continue to scale up its resource mobilization efforts, increase the quantity of core funding and improve the quality of non-core resources. Developed countries must also assume primary responsibility for development financing, honour their ODA commitments and step up their assistance to developing countries.

38. United Nations development system entities should further enhance coordination and cooperation on the basis of their respective mandates and comparative advantages. The formulation and implementation of UNDAFs should be based on national ownership and leadership in order to ensure that assistance programmes were aligned with national development strategies and priorities. It was important for the resident coordinator system to be adequately diversified in terms of geographical distribution and gender and for the resident coordinators to respect the views of the Governments of programme countries in conducting their work. Efforts to expand "Delivering as one" must take into account countries' different situations and development needs and respect the choices of programme countries. To that end, development assistance needed to be tailored to countries' specific needs and avoid a one-size-fits-all approach.

39. Despite the evolving development situations of developing countries and related increase in the number of participants in development cooperation, South-South cooperation remained a complement to, not a substitute for, North-South cooperation. The development system should provide necessary policy and financial support for South-South cooperation, explore new ways to promote it, and continue to support and strengthen the role of the United Nations Office for South-South Cooperation. National capacity-building should be a priority for United Nations operational activities for development. China welcomed the development system's increased support in that area and hoped that the Organization would continue to scale up its policy and resource support for capacity-building in developing countries. Looking forward, the post-2015 agenda should continue to prioritize poverty eradication and development while maintaining the diversity of development models and upholding the principles of common but differentiated responsibilities, consensus, and integrated and balanced development. It should likewise promote economic, social and environmental development in an integrated and coordinated manner.

40. **Mr. Shearman** (United Kingdom) said that his delegation welcomed the standard operating procedures for countries adopting the "Delivering as one" approach and encouraged all UNDG organizations to begin implementing them as soon as possible. It was to be hoped that their adoption would help to accelerate the simplification and harmonization of business practices, an agenda which, though challenging, complex and seemingly unglamorous, could, if properly implemented, reduce duplication in back-office functions and unlock savings that could be reinvested in development programmes. A well-functioning and fully funded resident coordinator system was essential; to that end, his delegation welcomed steps taken thus far to clarify the role of resident coordinators and to strengthen corresponding recruitment and training processes. All funds, programmes and specialized agencies should implement the cost-sharing agreement to ensure that

the resident coordinator system was adequately and fairly resourced.

41. Notwithstanding the encouraging improvements in the Organization's capacity to respond to the needs of countries in transition from relief to development, that priority area would require sustained effort and investment. In the area of results-based management, the development of strategic plans that aligned goals and targets with budgets represented an important foundation on which to build. The United Kingdom welcomed the structured dialogues on funding mentioned in the Secretary-General's report (A/70/62-E/2015/4) and looked forward to continued discussions on how best to finance strategic plans. Such discussions must include a frank debate on how to broaden the donor base, including in the area of core resources. The United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women was essential for driving and monitoring progress in the area of gender equality, and it was to be hoped that all United Nations entities would have made progress towards its implementation by the end of the current quadrennial comprehensive policy review cycle.

42. Efforts to make the United Nations system fit for purpose to deliver on the post-2015 development agenda must build on existing reforms rather than reinventing the wheel. While the universal nature of the new agenda presented new challenges and opportunities, the temptation to view it as a mandate to pursue all goals with equal attention must be avoided. The development system must instead focus its efforts on areas where the United Nations had comparative advantages and in which its convening power, neutrality, ability to access challenging environments and unique normative and operational roles could have the greatest impact. Given the persistence of humanitarian crises and conflicts and increasing complexity of the international development architecture, the United Nations must capitalize on its strengths and improve its effectiveness in addressing those situations and building resilience. In that context, instead of waiting for the final adoption of the post-2015 agenda, the system could already begin to apply lessons from, inter alia, the international response to the Ebola crisis. Transforming the development system at the country level would be key; to that end, it would be important to ask whether existing initiatives were ambitious enough to meet the demands of the new agenda. The dialogue on the future positioning of the system must guide efforts to define its role at the country level and to determine how that role might differ according to the national context, as well as its implications for structures at the headquarters level. Those efforts would require consideration of what the United Nations was, and was not, well placed to achieve, and a commitment to genuine collaboration within the Organization as well as with other organizations, partners and national Governments.

43. **Mr. Egli** (Switzerland) said that the quadrennial comprehensive policy review provided useful guidance on how the United Nations development system could be made fit for purpose in the post-2015 era. In that context, the current dialogue on the longer-term positioning of the United Nations system was an important opportunity to take stock of effective and ineffective strategies as well as lessons learned. Fundamental issues such as the alignment of functions, funding practices, governance structures, capacity, the impact of the development system on the ground, partnership approaches and organization needed to be thoroughly analysed in order to determine necessary adjustments. Given the complexity of that effort, Heads of State should use the post-2015 agenda as an opportunity to call for reform and to request an in-depth analysis of how different entities could contribute to the realization of the sustainable development goals. Efforts to implement current mandates stemming from the quadrennial comprehensive policy review should be redoubled. Significant progress had already been made in that regard, and the roll-out of "Delivering as one" and the standard operating procedures was especially encouraging.

44. The role of the resident coordinator was critical for ensuring coherence and delivering on a common development agenda. As a way of strengthening that role and the commitment of all United Nations organizations to delivering results together, resident coordinators could be made directly responsible for conducting country directors' annual performance reviews. The calls by resident coordinators for increased coherence at the headquarters level and allusions to a lack of support for, and, in some cases, resistance to, "Delivering as one" were of great concern. His delegation strongly urged the Chief Executives Board for Coordination to address those issues and requested information from the panellists on concrete measures currently envisaged to tackle them. UNDG had given inadequate attention to the simplification and harmonization of business practices. An action plan

with a clear time frame for the harmonization of policies, regulations, systems and procedures should therefore not only be developed at the headquarters level but should also be proactively communicated to country teams to facilitate the implementation of the quadrennial comprehensive policy review recommendations at the country level. Member States should also be updated on progress in that regard.

45. According to the Secretary-General's report (A/70/62-E/2015/4), and from a funding perspective, the development system was most relevant to countries in situations of transition. In that regard, the recommendations of the Montreux retreats of resident coordinators working in crisis situations, which called for enhanced coherence among political, security and developmental approaches and greater institutionalized collaboration between the Secretariat and funds and programmes, provided a basis for joint action. The results achieved by the development system should be at the heart of discussions regarding its operational activities. Unfortunately, the United Nations had achieved inadequate results to date in the areas of economic growth and employment, and industry, trade and investment, two priority areas for assistance identified by programme countries. It was not clear whether the Organization offered a comparative advantage in those areas, beyond its norm-setting function. It was, however, crucial for the United Nations to establish innovative partnerships with international financial institutions and the private sector to advance the post-2015 agenda.

46. Better focused strategic guidance and enhanced oversight for its implementation was needed. One way to improve guidance would be by establishing an expanded quadrennial comprehensive policy review that would avoid micromanagement and focus instead on key system-wide aspects of United Nations operational activities, thereby providing insight into the complementarity of different agencies' mandates and enabling the realization of the post-2015 agenda. In addition, the mandate of the Chief Executives Board for Coordination could be enhanced to ensure effective monitoring of the implementation of system-wide mandates. In that case, the executive boards would oversee agency-specific implementation, and the Council would perform an oversight function with regard to the work of the Chief Executives Board, directly overseeing system-wide mandates including those relating to the Organization's engagement in multi-stakeholder partnerships.

47. His delegation had expected that, by the end of the operational activities segment, a negotiated Council resolution outlining the progress achieved and challenges encountered in implementing the quadrennial comprehensive policy review would have been drafted in fulfilment of the Council's monitoring function in that regard. To guarantee the successful implementation of the post-2015 agenda on the ground, greater coherence between guidance at the political level of the Organization and the United Nations development system was needed. To that end, the General Assembly, the Council, the quadrennial comprehensive policy review and the high-level political forum on sustainable development should be aligned and should hold regular joint meetings on themes of common interest.

48. **Mr. Hahn** Choonghee (Republic of Korea) said that 2015 presented a timely opportunity to evaluate the long-term capacity of the United Nations development system to respond to development challenges in the post-2015 era. In that regard, it was essential for the development system to utilize its comparative advantages and expertise in supporting Member States and collaborating with stakeholders on the review and implementation of the post-2015 agenda.

49. Despite the encouraging progress cited in the Secretary-General's report (A/70/62-E/2015/4), more remained to be done to achieve a relevant, coherent and effective United Nations development system. In that respect, system entities must continue to align their strategic plans with the quadrennial comprehensive policy review in order to enhance system-wide effectiveness and inter-agency coordination. In response to calls for greater flexibility, the United Nations development system should redouble its efforts to forge partnerships with new development actors and strengthen cooperation within the United Nations and with Member States. The transformative post-2015 development agenda could only be realized through genuine partnerships based on global solidarity and principles such as those set forth in the Global Partnership for Effective Development Cooperation. Partnerships were likewise essential for addressing funding challenges. Bearing in mind the decline in overall ODA and greater imbalance between core and non-core resources, the United Nations development

system should further expand the donor base by unlocking investments from, inter alia, private sector and civil society actors, and by increasing coherence in the area of results-based management. His delegation welcomed the development system's increased focus on South-South cooperation and hoped that the Organization would continue to facilitate exchanges and strengthen inter-agency mechanisms in consultation with the United Nations Office for South-South Cooperation.

50. **Mr. Versegi** (Australia), speaking also on behalf of Canada, said that, in view of the fundamental changes in the development landscape since the adoption of the MDGs, the United Nations development system must continue to improve operational, programmatic and policy coherence in order to remain relevant to national and global needs and to stay at the forefront of the new development agenda. The 2012 quadrennial comprehensive policy review had represented a key step in that direction, and the robust data and content outlined in the Secretary-General's report (A/70/62-E/2015/4), as well as the progress demonstrated across a spectrum of reforms, attested to the commitment by partners to a stronger, more effective and relevant development system. However, partners should not be satisfied with the achievements to date, but should rather seek out opportunities to implement reforms, integrate them in country team processes, identify and overcome hurdles at the corporate or headquarters level and improve efficiency and performance.

51. Australia and Canada had consistently worked to support the quadrennial comprehensive policy review agenda and its key initiatives. They commended country teams' efforts to strengthen UNDAFs, as well as Governments' increasing use of them as planning tools for more coherent and results-based development. Planning and reporting processes in that context could nonetheless be further streamlined to reduce the burden on country teams and increase the level of accountability to national Governments. Australia and Canada welcomed ongoing improvements in gender and disability-disaggregated data and reporting. Noting that 7 in 10 new UNDAFs included references to the needs of persons with disabilities and that half of country teams used disability-disaggregated data to inform their country analysis, their delegations encouraged country teams to further boost those figures and specifically to include the Washington Group short question set in all monitoring data systems, as recommended by the relevant United Nations Expert Group Meeting in July 2014. Australia and Canada welcomed the roll-out of the standard operating procedures and looked forward to further reporting in 2015 on their implementation. They also welcomed system entities' increasing capacity to support the implementation of "Delivering as One" and steps taken to strengthen the role of resident coordinators and improve corresponding selection processes. Priority needed to be given to ensuring that resident coordinators were sufficiently empowered and their offices adequately resourced, as well as to ensuring mutual accountability among country team members. In that context, the need to implement the UNDG cost-sharing arrangement was especially urgent.

52. The simplification and harmonization of business practices remained frustratingly slow and therefore required particular attention from all agencies. The progress in the roll-out of the business operations strategy, which was contributing to a reduction in programme and coordination costs, was nonetheless encouraging, as was the feedback on the pilot joint operations facility established in Brazil. It was to be hoped that that model could be replicated elsewhere, including in multi-country contexts such as the Pacific and Caribbean islands. Australia and Canada looked forward to the recommendations emanating from the cost-benefit analysis of such pilots.

53. Harmonizing its investments with peacebuilding and humanitarian operations would be a key challenge for the development system, particularly given the increasingly protracted and complex nature of global crises, which could give rise to parallel humanitarian and development needs across decades. All United Nations agencies and missions should therefore support and complement each other's work, as well as that of civil society and national Governments; in that regard, strong, collaborative leadership, strengthened cooperation mechanisms and seamless operational and technical support were needed on the ground. It would ultimately be useful to think beyond the quadrennial comprehensive policy review and focus more broadly on ways to strengthen the linkages between relief, peacebuilding and development and to improve approaches to early recovery and risk reduction. Coherent funding modalities that provided incentives for collaboration should also be strengthened. The Secretary-General's strategic review of United Nations peace operations and the review of the United Nations

peacebuilding architecture presented key opportunities to advance that reform.

54. The post-2015 development agenda and the increasing diversity of sources of finance for development provided a unique and timely opportunity for the implementation of profound institutional reforms to complement and build upon the country-level initiatives undertaken in recent years. Reform must serve a purpose, however, and must therefore begin with a comprehensive discussion to determine the types of functions that the development system should perform, followed by consideration of the most appropriate reforms based on those functions. The role of the interlinked elements of form, finance and governance in improving functions must also be examined. Consensus was essential in the context of those discussions, and their success would depend on collective efforts by Member States and the United Nations development system to promote behavioural change and achieve "One United Nations".

55. **Mr. Bishnoi** (India) said that, while his delegation welcomed the significant progress made by the United Nations development system in recent years, the system should continue to focus on fulfilling its mandated responsibilities defined under General Assembly resolution 67/226. As underscored in that resolution, poverty eradication remained the highest priority for developing countries and the greatest global challenge. The main focus of the operational activities segment should be to ensure that effective mechanisms were in place to address that challenge. More than two years since the adoption of the resolution, United Nations funds and programmes had still released no information on steps taken to eradicate poverty. It was therefore crucial, on the threshold of the post-2015 agenda, that a detailed and comprehensive report on progress made by UNDP in that area should be issued. Funding for development was under increasingly acute pressure, making ODA all the more critical at a time when developing countries were facing curtailed capital flows, economic slowdown and increased programming requirements. Those needs must be met by increasing ODA, promoting investment and trade, and facilitating access to and transfer of advanced technologies to developing countries.

56. Policy conditionalities, which were tied to donor-driven aid arrangements for development activities, had a negative impact on those countries. The United Nations operational activities for development should therefore feed into national development plans and not be accompanied by conditionalities, as developing countries needed to have the policy space required for their own development. The fundamental principles of national ownership and adherence to national development priorities must be the pivots around which United Nations development activities were undertaken.

57. Support for South-South cooperation must go beyond lip service. While the United Nations development system should assist developing countries in implementing South-South cooperation projects whenever such help was requested, its Office for South-South Cooperation, the only entity in the development system mandated to address South-South cooperation, was itself facing severe resource constraints. His Government's approach to such South-South cooperation had been to share its experience and knowledge in a spirit of solidarity with other countries from the South, as evidenced by the IBSA Fund, which had been established in partnership with the United Nations Office for South-South Cooperation. He hoped that that Office would be given the resources it needed to fulfil its mandate.

58. The real task for the crafters of the post-2015 development agenda would be to give practical shape and meaning to the guidance provided by the quadrennial comprehensive policy review and to ensure the effective implementation of its outcomes. Selective implementation which benefited only a few and ignored the interests of the larger developing world might not be prudent.

59. **Ms. Fladby** (Observer for Norway) said that, given the breadth of the post-2015 development agenda, priorities for the work of the United Nations development system needed to be established based on the Organization's comparative advantages, namely, its legitimacy, universality and broad country presence. The United Nations should capitalize on its unique role as an entity with both normative and operational functions by strengthening the interlinkages between them. In that context, a major task of the United Nations country teams should be to assist in the implementation of international norms, including human rights standards, notably by helping Governments to align national policies and legislations with those norms and by providing other forms of capacity support as needed. In crisis situations, the

development system had a major role to play in strengthening the sustainability and responsiveness of States and in reducing and preventing conflict. While coherence between operational activities and peace and security had improved, more needed to be done, particularly in terms of strengthening the development pillar. Recent humanitarian crises had demonstrated the importance of prioritizing the latter at an early stage.

60. The new monitoring framework had enhanced the evidence-based dimension of the Secretary-General's report (A/70/62-E/2015/4). While the overall picture was one of progress, more might have been hoped for in some areas. The requests by 43 Governments to adopt the "Delivering as one" approach attested to the advantages of that approach, and the fact that the Secretary-General and heads of 18 United Nations entities had jointly transmitted the standard operating procedures to all country teams demonstrated the commitment of the entire United Nations development system to that initiative. Entities should continue to address bottlenecks that were preventing country teams from fully realizing the efficiency gains of "Delivering as one." Norway welcomed the "operating as one" component of the standard operating procedures and hoped that it would contribute to reducing administrative costs. While steps had been taken to clarify and broaden the role of resident coordinators, including in monitoring implementation of the Rights Up Front Initiative, efforts must be made to ensure that they were sufficiently empowered to carry out their diverse responsibilities. The management and accountability system should be implemented immediately and in full by all UNDG agencies, and resident coordinators' offices must possess adequate staff with the required professional competencies. Norway urged UNDG to give due attention to those considerations in the context of developing the relevant cost-sharing arrangement for 2016 and beyond.

61. Notwithstanding the progress made by individual entities in the area of results-based management, greater attention needed to be given to the challenges of reporting on common results in programme countries and of defining how the results of the United Nations development system could contribute to national results. While progress had been made toward integrating gender equality and women's empowerment into development efforts, there was still scope for improvement. With respect to funding, it was unfortunate that no attempts appeared to have been made to address the asymmetry between Member States' expectations and current funding arrangements and that burden-sharing with respect to core contributions had not improved. Her delegation welcomed the agreement to conduct informal dialogues between the formal sessions of the Council on operational activities for development and hoped that the papers presented during those dialogues would enrich the common understanding of the issues raised. Underscoring that the experience of UNDG members would be valuable in that context, Norway requested further information on how their participation could be made possible.

62. **Ms. Lalic Smajevic** (Serbia) said that the key role of the United Nations system in the realization and monitoring of the new sustainable development goals should be at the centre of deliberations on the post-2015 development agenda. The new agenda offered a unique opportunity to tackle complex development challenges including, inter alia, changing patterns of migration, youth unemployment and the combined impact of climate change, induced natural catastrophes and financial market volatility, all of which had affected Serbia in recent years.

63. Serbia looked forward to collaborating with the United Nations country team in preparing a final assessment of its fulfilment of the MDGs and developing a new UNDAF for 2016-2020. Great care had been taken, in joint consultations between line ministries, United Nations agencies and the country team, to align the UNDAF with the development strategy and needs of Serbia, a process that was coinciding with the negotiations on its accession to the European Union. The five main pillars of the UNDAF were closely aligned with her Government's priorities.

64. Support in the form of ongoing programmes carried out by United Nations agencies and funds in Serbia in 2014 amounted to $140.5 million, of which the largest portion, $57 million, was earmarked to the United Nations Office for Project Services. That entity was currently implementing programmes in underdeveloped areas of Serbia and providing rehabilitation assistance in response to the disastrous floods the country had faced in 2014. The United Nations country team had responded efficiently and effectively to that disaster, saving lives and preserving infrastructure, and representatives of her Government, together with the resident coordinator, planned to share their experiences at the Third World Conference on

Disaster Risk Reduction. Serbia had also worked closely with the Capacity for Disaster Reduction Initiative on increasing its resilience and preparedness for combating natural disasters.

65. Serbia was currently preparing to participate in a number of international forums, including the third International Conference on Financing for Development, the United Nations summit for the adoption of the post-2015 development agenda, the twenty-first Conference of the Parties to the United Nations Framework Convention on Climate Change and the World Humanitarian Summit to be held in Istanbul in 2016. In view of the interconnection and mutual dependence of disaster risk reduction, the formulation and adoption of the sustainable development goals, the fight against climate change and the issue of humanitarian relief, United Nations operational activities must be prepared to address those challenges in a coherent and integrated manner. Serbia agreed that, in the post-2015 context, joint and coordinated responses to capacity development needs were more crucial than ever. A common approach to supporting the development of functional capacity must be combined with a customized approach to supporting technical or sector capacity by United Nations entities. In conjunction with the resident coordinator, Serbia was currently establishing a United Nations House in Belgrade designed to enable United Nations agencies to work together more rationally and efficiently.

The meeting rose at 6.20 p.m.

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Summary record of the 13th meeting
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President: Mr. Oh Joon (Vice-President) .... (Republic of Korea)
later: Mr. Sajdik (President) .... (Austria)

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(c) South-South cooperation for development (*continued*)

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In the absence of Mr. Sajdik (Austria), Mr. Oh Joon (Republic of Korea), Vice-President, took the Chair.

The meeting was called to order at 10.10 a.m.

Operational activities of the United Nations for international development cooperation (*continued*)

(a) Follow-up to policy recommendations of the General Assembly and the Council (A/70/62-E/2015/4) (*continued*)

(b) Reports of the Executive Boards of the United Nations Development Programme/United Nations Population Fund/United Nations Office for Project Services, the United Nations Children's Fund, the United Nations Entity for Gender Equality and the Empowerment of Women, and the World Food Programme (E/2014/34/Rev.1, E/2014/35, E/2015/14 (to be issued), E/2015/36 and E/2015/47) (*continued*)

(c) South-South cooperation for development (*continued*)

Panel discussion on the topic "Effectiveness of United Nations system support for national capacity development"

1. **Mr. Lopes** (Executive Secretary, Economic Commission for Africa), guest speaker participating via video link from Addis Ababa, said that development cooperation had become extremely complex as a result of the trend towards stronger regional groupings, the fragmentation of previous global domains of power, and the stronger voice of developing countries in global affairs. The new and emerging players in development were calling for changes in the global economic system, and partnerships with donors established for the purpose of providing technical assistance to Member States were not as straightforward as in the past. Private entities had emerged in both the developed and the developing world, committing more resources in a relatively shorter period of time than had been the case with traditional donors in recent decades. The increasingly complex nature of those new and emerging players had an impact on the United Nations, since a major shift in the world required a similar shift in the functions of the Organization.

2. The United Nations had always demonstrated its capacity to readjust, but the Organization faced several challenges in adapting to those developments. It needed to strengthen its internal processes in order to provide effective global leadership. Modern development actors were nimble and quick to respond to emerging realities and emergencies on the ground, such as outbreaks of war, disease and famine. During such events, international non-governmental organizations, supported by development partners, moved quickly to provide assistance. One reason for their agility and ability to deliver on the spot was that they had flexible internal processes, which allowed them to be more responsive and adaptive to changing environments.

3. The United Nations should adapt its bureaucracy and simplify its rules and regulations to be able to respond rapidly to those most in need. It must reduce the administrative costs of delivering development assistance and review the efficacy of its current operating standards. It should also reform its planning, budgeting and programme delivery to enhance efficiency and effectiveness. The Organization could draw on its extensive experience in both administrative and programme reforms in order to strengthen the internal systems that supported its external work.

4. The blurred development environment made effective coordination more essential than ever before, especially in view of the new actors involved. Peacekeeping was no longer merely a specific aspect of peace and security; it was now a major development challenge that had health, employment and educational implications and affected other aspects of socioeconomic development and policies. The new development environment had made it necessary for the United Nation to devise new strategies for rolling out its activities, including streamlined processes for delivery and strong accountability mechanisms. Field operations and programme activities should be aligned with the interrelated areas of humanitarian aid, political assistance and socioeconomic development, in order to prevent duplication of effort and ensure complementarity at the national, regional and local levels.

5. It was also necessary to balance the role of Member States with that of emerging entities and blocs. New channels of inter-State cooperation had emerged and regional governance was becoming increasingly important in trade, finance, health, peace and security, and other areas. Regional entities were gaining a stronger voice worldwide and it was now common for Member States to present their positions through those entities. The Organization should

therefore strengthen its regional cooperation and diplomatic functions accordingly and consider different ways of engaging with those entities.

6. The United Nations was a strong pillar of the modern international relations system and played a unique role in providing moral leadership. It also acted as the custodian of global public goods, including the post-2015 development agenda and the sustainable development goals, which were based on global ideas governed by universal and equitable principles and standards. Sustained funding efforts were needed to support the Organization in fulfilling not only its traditional role but also its role in leading the world in implementing that important agenda.

7. Capacity development must be built around ownership and transformation, taking into account major trends, including shifts in political and economic structures, demographic changes, urbanization, inequality, technology and the environment. Developing countries should strengthen their capacities at all levels, and their capacity and skills development must evolve to encompass support processes, mechanisms and outputs for promoting strategic initiatives, policy dialogue and knowledge networks. Donors should ensure that recipient countries took ownership of development assistance and show a spirit of partnership instead of the traditional donor mindset. To provide effective support for national capacity development, the United Nations should have a clear understanding of national priorities. Efforts to promote system-wide coherence and reduce duplication and transaction costs had been enhanced by the resident coordinator arrangement, but many challenges remained.

8. Fragmentation was still a problem, owing to the different budgetary and programme procedures of the various entities and continued tension between core and non-core resources. To achieve coherence, it was important to have a common platform for assessing the results of United Nations Development Assistance Frameworks at the country level, especially when those frameworks were perceived as being part of a heavy-demand process that contributed to competition for scarce resources. Support for strategic initiatives was crucial and those frameworks were a useful tool for aligning United Nations support with national plans. They also contributed to the implementation of global norms and standards at the national level. Nonetheless, they had not been fully effective in reducing duplication of efforts and competition for funding, leaving gaps between intentions and actual outcomes. Given the ownership imperatives of national capacity development, the policy space for United Nations development cooperation should be enhanced.

9. Lastly, the United Nations was a trusted collaborator of developing countries because, unlike other partners, it did not impose conditions for its development assistance. However, it must take into account country-specific circumstances, as there was a fine line between pushing for implementation of global standards and encroaching on national policy space.

10. **Ms. Robl** (United States of America), noting that the various development actors were all competing with one another, wondered whether each actor should not specialize in the areas in which it had a competitive advantage. Her delegation also wondered whether United Nations agencies and multilateral entities should not adopt the stance taken by international non-governmental agencies by moving swiftly in response to crises.

11. **Mr. Lopes** (Executive Secretary, Economic Commission for Africa) said that the actions of the United Nations should be different from those of other stakeholders. Nonetheless, the emergence of new actors had shifted the debate on efficiency and the delivery of results. The nimbleness and agility of international non-governmental organizations and philanthropic institutions gave them stature in the development landscape and that was a positive development. For that reason, the United Nations could not afford to be static and must not continue to do business as usual. Specialization was good but it had to be complemented by quality interventions that required a level of efficiency that the Organization was not providing in many instances. That was the lesson to be learned as the Organization defined its priorities for the future.

12. **Mr. Wandel** (Assistant Administrator, United Nations Development Programme; and Director, Bureau of Management), moderator, said that every country must take primary responsibility for its own development, and that a central goal of United Nations operational activities was to help countries develop the capacity to do so. It was important to build national capacities for development planning, data collection and analysis, implementation, reporting, monitoring and evaluation. Feedback from both programme country Governments and resident coordinators had indicated that the United Nations system made use of

national experts and institutions in the design and implementation phases, but that national monitoring and reporting systems and national procurement, financial and evaluation capacities had been underused.

13. The United Nations system was committed to providing countries with the tools, methodologies, capacities and information needed to manage their development more effectively. The organizations of the system had agreed on a common approach to capacity development and a task team had been established to develop a common approach for measuring progress in that regard. The aim was to ensure that capacity development was at the centre of strategic planning under United Nations Development Assistance Frameworks and other planning instruments, and that it included the enhancement of national capacities and national ownership. Several promising pilot projects on real-time monitoring were under way within the funds and programmes and the United Nations system was committed to helping countries to take advantage of the data revolution for their policymaking. Much work remained to be done and tracking and reporting were needed.

14. **Mr. Chanthabuly** (Ministry of Planning and Investment, Lao People's Democratic Republic), panellist, said that the Lao People's Democratic Republic had long been collaborating with United Nations agencies on capacity-building, which was an endogenous country-driven process that required the involvement of all sectors. External support should not be limited to enhancing individual skills but should also address the institutional, organizational and social dimensions of a country's needs. United Nations agencies in his country had made considerable progress in supporting and strengthening those dimensions by introducing a results-based management approach and adopting common principles and a standard format for reporting results under United Nations Development Assistance Frameworks.

15. Many United Nations organizations had adopted results-based management or other results-based approaches in order to improve programme management, organizational learning and accountability. Although it was too soon to assess the impact of those approaches on the activities of the Organization at country level, their introduction had generally helped to enhance internal planning coherence and to draw more attention to performance measurement and monitoring, with a shift from a narrow focus on processes and output delivery to a broader focus on outcomes, impact and partnership. Organizations needed to use their comparative advantage and adopt a strategic approach to their interventions in order to deliver development results. United Nations agencies were also working to build the capacities of local-level institutions in response to decentralization as part of governance reforms in many countries. There was increasing demand for national and local capacities, including the use of national volunteers and professionals, particularly in community-based programmes.

16. Four key difficulties had been encountered in implementing results-based approaches within the United Nations development system. First, as performance assessment moved away from inputs to results, it was becoming increasingly difficult for organizations to credibly attribute the results to their own activities, particularly if the volume of resources they invested in the country was modest compared to the investments of other development actors. Second, performance measurement and incentives of current results-based management systems continued to focus on agencies' output delivery as planned for a specific programming cycle, rather than on the contributions that those outputs made to the achievement of sustainable country results and on the performance of the organizations in that regard.

17. Accordingly, decision-making had become supply-driven instead of demand-driven. More demand-driven approaches would bring the capacity-building dimensions into sharper focus and help to address capacity and resource gaps at both country level and within the United Nations system before programmes were implemented. Third, although most organizations had introduced results-based frameworks, they generally had limited capacity to implement those frameworks at country level with the involvement of national partners. Fourth, the lack of accurate data and statistics significantly hindered a more comprehensive use of results-based approaches within the system and in programme countries.

18. The adequacy of United Nations field presence was determined by both the quality and the numbers of the staff mobilized. United Nations organizations had long been working to better prepare staff to meet the changing demands placed on the system, including the need for greater coordination and policymaking in the field. Organizational learning and staff development strategies had been implemented to

reshape technical, office management and general competencies. Staff rotation had been systematized and mobility was encouraged both within and between organizations. There was a greater focus on national and regional activities through as decision-making was delegated to field personnel and resources were decentralized to better respond to the needs of recipient countries in a timely and effective manner.

19. To better support their presence in the field, United Nations organizations were transferring more resources and more authority to the regional and subregional levels. Evolving development priorities required adjustments in the country-level presence of the United Nations system. Not every organization could establish adequate field presence but, overall, United Nations system field presence should reflect priority sectors and issues. In enhancing the technical capacities of field offices, care should be taken to avoid increasing the transaction costs of programme delivery. Improved coordination and more coherent programming required a diversity of expertise which was not necessarily available in a single agency. Information and communications technology could facilitate access to knowledge, including access to the technical and referral services of any part of the United Nations system. Lastly, efforts were needed to create a knowledge culture and encourage knowledge-sharing.

20. **Mr. Choesni** (Director for International Development Cooperation, State Ministry of National Development Planning/Bappenas, Indonesia), panellist, said that the theme of the United Nations Partnership for Development Framework with Indonesia for 2011-2015 was “development for all people and for all regions”. The framework rested on three pillars, namely equity, participation and resilience, and was geared to three priority regions. Working groups had been established to address the cross-cutting issues of gender, human rights, HIV/AIDS and youth. In general, United Nations support for development in Indonesia covered three broad areas: policy advocacy; capacity-building and knowledge-sharing. The aims of the framework included improving access, through country offices, to international platforms for development, global expertise, international norms and standards, and practical innovations, and increasing support for development initiatives and South-South and triangular cooperation. Beyond providing funding support for Indonesia, the United Nations play a catalytic role in that country’s development.

21. In total, 22 United Nations institutions were working under the Partnership Development Framework in Indonesia. Recent outcomes included the endorsement of a presidential decree and national strategy on early childhood development; the establishment of a democracy index through a joint initiative of United Nations institutions and the Government; the adoption of measures to improve access to international markets for the country’s products; and the development of an early warning system for disasters. The regular monitoring and evaluation cycle had involved consultations between government officials and other stakeholders in order to assess the comparative advantages and weaknesses of the programmes implemented under the Partnership Development Framework.

22. The United Nations had strong links to the Government and was able to bridge the communication gap between the Government and stakeholders through multi-stakeholder cooperation. It was also able to provide capacity-building assistance at the national and subnational levels, and was seen as neutral and impartial compared to the Government. In addition, the United Nations could advocate international standards and strengthen communication at the national and global levels.

23. On the other hand, coordination among United Nations agencies remained a challenge, and national stakeholders were sometimes unfamiliar with the United Nations agencies in the country, owing to the complexity of the complexity of the United Nations system in some countries. The United Nations programmes should be long-term and more sustainable instead of short-term. The implementation of United Nations programmes was sometimes not flexible; the Organization should therefore adjust its guidelines to the local Indonesian context.

24. His Government was working with the United Nations on policy direction, strategic decision-making and medium-term planning. At the operational level, guidelines for planning, asset transfer, monitoring, evaluation and reporting were being formulated to fall into line with both United Nations rules and government regulations. Monitoring and evaluation were being conducted at two levels: the policy level and the programme and project level. At the policy level, annual reviews of the Partnership for Development Framework were conducted, while at the programme and project

level, the framework was monitored on a quarterly basis in line with government regulations.

25. A series of recommendations had been formulated for the Partnership for Development Framework for the period 2015-2019, including the need to adjust the capabilities of both the Government and the United Nations to the requirements of the new sustainable development goals instead of the Millennium Development Goals. The catalytic role of the United Nations was becoming increasingly important and was something that should be nurtured. Capacity-building measures were needed to assist the Government, including in the area of policy formulation. In addition, both the United Nations and the Government needed to be transformative in order to tackle major challenges relating to data collection, the handling of big data and the use of data for policy analysis. Regarding big data, the laboratory called Pulse Lab Jakarta had been established through a partnership between the Government of Indonesia and the United Nations to facilitate the adoption of new approaches for applying new, digital data sources and real-time analysis techniques to social development.

26. Lastly, cooperation between the United Nations and government institutions should be improved and should be focused on results and specific issues, such as the sustainable development goals and the efforts to achieve all the outstanding Millennium Development Goals. Joint programmes and the programme-based approach should be adopted more in Indonesia in order to deliver more effective results.

27. **Mr. Gass** (Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs, Department of Economic and Social Affairs), panellist, said that capacity development was an overarching objective of the support provided by the United Nations development system in programme countries. It was also a core component of the post-2015 development agenda and was based on the premise of a new social contract between Governments and citizens. The new sustainable development goals were so comprehensive and ambitious that they could only be achieved if leadership, coordination and accountability in development process were vested with national and local authorities. For that reason, the goal proposed by the Open Working Group of the General Assembly on the Sustainable Development Goals of strengthening the means of implementation and revitalizing the global partnership for sustainable development included three specific targets on capacity development: capacity-building to support national plans for the implementation of the sustainable development goals; increased availability of timely data disaggregated by income, gender, age and race; and support for statistical capacity-building at country level.

28. In addition, eight of the other sustainable development goals referred specifically to capacity-building and included three specific targets on action to combat climate change and its impact. As a result, any debate on the long-term positioning of the United Nations development system and the need for it to be fit for purpose should address the Organization's efforts to build capacity, and any evaluation of its impact would need to pass the test of capacities actually built.

29. Through the process of the quadrennial comprehensive policy review of United Nations operational activities for development, the General Assembly had requested the United Nations development system to build national capacities for development planning, data collection and analysis, implementation, monitoring, evaluation and reporting. Those capacities formed the basis of the abilities of a country to lead its own development process. They were also at the core of the data revolution, which was an enabler of sustainable development. The quadrennial comprehensive policy review had also found that more national public and private systems should be part of the development system, to allow countries to rely on their own institutions for development support.

30. Capacity-building was clearly essential and the Organization had the system-wide tools needed to implement it. However, surveys commissioned by the Department of Economic and Social Affairs had revealed that the inadequate use of national institutions could not be ascribed simply to a lack of willingness. In reality, it was symptomatic of the multitude of challenges faced by programme countries, Governments and the United Nations development system. On the one hand, the development system criticized the limited capacities of national institutions, weak transparency and accountability, high turnover of staff within government bodies and stringent donor requirements. On the other hand, programme countries criticized the United Nations for being risk averse, especially at a time when they were relying more on non-core resources, and for having procedures that were too complex to allow for the use of national systems. In

addition, insufficient resources were allocated to supporting national capacity development in results-based management, monitoring and evaluation. There were therefore obstacles on both sides and joint action by both parties was needed to improve the use of national systems and institutions.

31. United Nations system entities were making ongoing efforts to improve the measurement of agency-specific performance in supporting national capacity development. However, as part of the quadrennial comprehensive policy review, a series of recommendations had been made to strengthen the contribution of the system to national capacity development and the use of national institutions. They included the need for the development system to critically review its internal capacities to support countries in delivering on the post-2015 development agenda. A system-wide approach to support functional capacities development must be combined with customized approaches to support technical and sectoral capacities. Coordinated responses to capacity development needs should extend beyond common concepts, policies and approaches to address the operational aspects of delivery, which included business models, rules and mechanisms that ensured the ability of the system to deliver joint responses.

32. Different funding modalities had different economic and political implications for capacity-building. It was important to assess the extent to which current funding modalities provided coherent but differentiated support tailored to different country needs, and the findings should be communicated to Member States in order to identify solutions that encouraged capacity-building. All those recommendations required action by all partners, including the United Nations development system, programme countries and donors.

33. **Mr. Javan** (Director, United Nations System Staff College), panellist, said that as the United Nations Staff System College was not field-based or involved in providing direct support for national capacity-building, caution should be exercised in qualifying the capacity development support that it provided. Nevertheless, the College did organize training activities for United Nations country teams and senior leadership as part of its inter-agency mandate. Efforts to improve United Nations support for national capacity development should focus on the four key components of development effectiveness: national ownership; partnership; comparative advantage; and maximum effectiveness and accountability. The overall goal of United Nations country teams was to support national counterparts in developing their capacities to lead, manage, achieve and account for their national development priorities. To do that, country teams needed to be equipped with the necessary skills, knowledge and tools.

34. Effective national ownership required the involvement of a broad range of national actors who had both the commitment and incentives to pursue capacity development and reform. Ongoing analysis of priorities, positioning, power and incentives was necessary and measures were needed to improve the use of comprehensive diagnostic tools in collaborative projects. National ownership must be a priority in efforts to support transformational change for sustainable development.

35. The introduction of standard operating procedures for countries adopting the "Delivering as one" approach was an encouraging step forward, but even more substantive guidance would still be required, in particular in light of the new post-2015 development agenda. Despite the great leaps forward, too many programmes continued to focus on low-level operational issues rather than capacity issues, and too often development focused on technical assistance alone rather than on creating an enabling environment in a country or sector. The United Nations played a key role in building institutional capacities in Member States, which were critical to creating an enabling environment. To respond to that need, the Staff System College offered an electronic diagnostic programming tool and a system-wide course on political economy analysis in a post-2015 world for United Nations country teams.

36. In order to build national capacities, it was essential to leverage opportunities for South-South and triangular cooperation, strengthen operational partnerships with multilateral organizations and regional entities, and support enabling environments and coalitions at country level for cooperation between all development actors. Joint efforts involving the public and private sectors and civil society were also of the essence. There was a lack of understanding of partnership development within the United Nations development system, and United Nations leaders at country level were insufficiently trained to be brokers of multi-stakeholder partnerships for national development or to play a catalytic role in transferring such capacities

to national counterparts. The confusion between partnership-building and resource mobilization was hindering the implementation of the truly transformative changes required under the new development agenda.

37. Many of the United Nations programming tools continued to be based on a deficiency-oriented programming approach focusing on the identification of all development challenges faced by a country. However, that approach did not allow for proper analysis. The tools should be more balanced and the system should invest in more catalytic programming tools in order to identify the key elements of transformative change. The post-2015 development agenda would create opportunities for change and enhancement, and the United Nations should strengthen its knowledge management and learning capabilities in order to support national counterparts in developing their capacity to lead and manage the implementation of that agenda. To that end, the Staff System College would significantly increase its learning and training activities relating to the sustainable development goals in order to support the policy and operational work of the United Nations. The learning tools and platforms for interaction would be tailored to increase the capacity of the United Nations to implement the post-2015 development agenda.

38. Unfortunately, while significant progress had been made, the capacity needs of the United Nations itself still needed to be enhanced so that the country teams were able to perform their capacity-building roles. Development challenges had become even more horizontal and multidisciplinary and the Organization needed to adapt continuously if it was to make a difference and drive change. The Staff System College would increase its focus on organizational reform, transformation and adaptation in order to contribute to the long-term sustainability and effectiveness of the Organization in a post-2015 world.

39. Strengthening leadership capacity across the United Nations system was a principal mission of the College, since vision and courage in senior leadership were imperative to drive the change that the Organization urgently needed and ensure effective management of obstacles. To successfully deliver as one, senior leadership must be inspired by a sense of belonging to something that was greater than their own entity and must be equipped to create an environment in which staff felt empowered to take reasonable risks to promote United Nations values and principles.

40. Transformation was necessary to ensure that the United Nations would be fit for purpose to respond to the challenges of the new sustainable development agenda. The Organization also needed a humanitarian response system that was better able to fulfil growing needs. In order to be ready to help in the development of national capacities in programme countries, United Nations staff members needed should be equipped with adequate knowledge, tools and innovative capacity to enable the Organization to make a real difference and maintain its comparative advantage. Success would be determined not just by the steps taken relating to policies and programmes, but by the ability and willingness of the Organization to become a leader in the commitment to life-long learning and a genuine learning organization.

41. **Ms. Fladby** (Observer for Norway) wished to know why the sustainability of United Nations capacity-building efforts appeared to be weak and what could be done to enhance those efforts.

42. **Mr. Chanthabuly** (Ministry of Planning and Investment, Lao People's Democratic Republic) said that greater coordination was needed within the United Nations development system and that all stakeholders should work together when assessing the needs of programme countries. It was also important to move from supply-driven to demand-driven decision-making for programme management. In addition, measures should be taken to encourage the participation of local volunteers and professionals in the United Nations development system.

43. **Mr. Choesni** (Director for International Development Cooperation, State Ministry of National Development Planning/Bappenas, Indonesia) said that, in order to be sustainable, the United Nations development system should take local needs into account and work with national partners in assessing country needs. Partnerships between national stakeholders and the United Nations should be strengthened, given that national and local stakeholders might have a better understanding of local needs than the United Nations. The comparative advantages of the United Nations, including its global knowledge, combined with local and national knowledge, would make project activities more sustainable.

44. **Mr. Gass** (Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs, Department of Economic and Social Affairs) said that instead of

measuring the success of its capacity-building efforts based purely on whether a policy existed, the United Nations should ensure that projects included indicators that took into account the national institutions and processes actually established, rather than just output. In terms of funding modalities, core funding was crucial as it enabled the United Nations to respond to and negotiate with Governments and allowed Governments to exert influence over the United Nations system.

45. **Mr. Javan** (United Nations System Staff College) said that in order for the capacity-building efforts of the United Nations to be sustainable at country level, the United Nations must first ensure that its own entities had the capacity to deliver what was expected of them. It must then support and help develop the capacity of national institutions responsible for the education and training of citizens in such areas as public administration and management, thereby fostering national ownership.

46. *Mr. Sajdik took the Chair.*

General debate

47. **Mr. de Aguiar Patriota** (Brazil) said that mustering the political will and executive capacity to articulate and propose alternatives to the governance mechanisms of operational activities for development would be a significant challenge. It would be critical to determine how to implement the commitments made under the new development agenda. The principles and goals articulated following the 2012 quadrennial comprehensive policy review must also serve as the basis for the activities of the United Nations development system. Moreover, agencies, funds and programmes must carry out their work in implementing the post-2015 development agenda in full conformity with the national priorities of developing countries.

48. The United Nations should reaffirm its role as the primary forum for development cooperation, which should not be conditioned by standards and concepts that did not enjoy a broad consensus among global stakeholders. The debate on cooperation for development should not be limited to aid effectiveness and should incorporate the perspective of South-South cooperation. The continued relevance of the United Nations operational activities for development would depend on the capacity of the agencies, funds and programmes to provide assistance where it was needed, to adapt to specific conditions and to be accountable to Member States.

49. It was time to reinvigorate the formal governance structures of the United Nations development system, especially the executive boards of the funds and programmes, to include an expanded voice and representation for developing countries. The Council's structured dialogues with the United Nations System Chief Executives Board for Coordination had not fulfilled their promise. The efforts by the United Nations Development Programme to achieve greater transparency should serve as an example for the Board, the United Nations Development Group and other United Nations entities. Moreover, entities must be guaranteed predictable funding in order to achieve a healthier balance between core and non-core resources and to be better equipped to perform their roles. To that end, Member States had the collective responsibility to ensure that their contributions allowed for greater flexibility, predictability and alignment with national development priorities.

50. Arrangements for financial assistance from the private sector or through South-South cooperation should not lead to the reduction of the prior commitments of developed countries. New sources of development finance must be recognized as a complement to and not a substitute for traditional sources, which should retain their prominence in the global development cooperation landscape. Given that the resources obtained through official development assistance to date had not sufficed to meet sustainable development needs, it was imperative for traditional donors to honour and enhance their official development assistance commitments. Access to technology — both a means and a driver of sustainable development — on a favourable and affordable basis would be another essential contribution of North-South cooperation to development in the post-2015 period. Moreover, existing cooperation on technology within the United Nations system should be identified and scaled up in a more user-friendly manner for Member States.

51. Over the previous decade, Brazil had allocated more financial and other resources to South-South and triangular cooperation, particularly for sustainable programmes, food security and poverty eradication. The success of its policies in those areas had led the country to be recognized by the Food and Agricultural Organization as one where the target of reducing poverty by half had already been met or was expected

to be met in 2015, as reflected on the organization's Hunger Map 2014.

52. His Government was convinced that the role of South-South cooperation in implementing the post-2015 development agenda would be invaluable and markedly different from that of traditional forms of cooperation, with an emphasis on ownership, non-conditionality and demand-driven assistance. For its part, the United Nations should continue to establish norms and guidelines that would allow multilateral agencies to provide support to developing countries to help them intensify South-South cooperation. In that regard, he welcomed the establishment by the United Nations Development Group of an interagency task force to support the system-wide dissemination of South-South cooperation. Lastly, he called for broader engagement with and support for South-South cooperation and an adequate monitoring, transparency and accountability framework to mediate possible conflicts of interest in partnerships with non-governmental actors.

53. **Ms. Perceval** (Argentina) said that the international community was in agreement that it had a duty to promote economic, social and environmental development in order to help eradicate poverty and achieve greater equity. The concept of equity went beyond mere equality of opportunities to include equality of conditions and treatment, which Governments had a responsibility to promote in the interest of building a more just world. The attainment of that goal — upon which the legitimacy of Governments and the United Nations hinged — would require a coherent agenda with a concrete and comprehensive action plan.

54. Over the previous decade, many delegations had expressed concern about the stagnation of funding for the essential functions of the United Nations system from core resources, as compared to the exponential growth of non-core funding. The fact that funding of development activities from non-core resources had increased from 50 per cent in 1998 to 69 per cent in 2013 presented the system with a major challenge. Given the restricted and unpredictable nature of non-core funding, there were clear advantages to funding United Nations activities through the core budget, including the possibility of aligning the system with the priorities of Member States and with the principles of national ownership and neutrality. On several occasions, her Government had called for the imbalance between core and non-core funding to be redressed, to no avail.

55. If the United Nations was to play a decisive role in poverty eradication through 2030, business as usual, which was characterized by rigidity, lack of transparency and failure to adjust to international standards, was not an option; it would only be detrimental to the United Nations system and, most importantly, to rights bearers. Argentina valued efforts to increase harmonization, coordination and cooperation among funds and programmes, eliminate duplication and reduce transaction costs as part of the "Delivering as one" initiative. The need for institutional transformation through coherent and cohesive action was underscored by the extreme wealth inequality, conflicts and human rights abuses besetting the modern world. In that regard, the Organization must continue to take into account and respect the views of Member States in its development activities. Moreover, making international financial institutions more democratic, given the significant impact of their actions on country development, constituted a priority. The recent global economic and financial crisis had highlighted the need for financial institutions to align their goals with the objectives of a sustainable economy.

56. With regard to monitoring the implementation of the post-2015 development agenda, her Government endorsed a system of voluntary, periodic national follow-up through reports, similar to the framework adopted for the Millennium Development Goals. Global sustainable development could only be achieved through a cooperative approach that respected diversity and the alternative development paths chosen by each society. Moreover, emphasis on results and accountability, while important, must not lead donor countries to make their financing decisions based on political visibility and short-term results.

57. South-South cooperation must be regarded as a complement to North-South cooperation, rather than as a substitute. In that connection, she welcomed the efforts of the United Nations system to support South-South cooperation with the establishment of a working group on the subject. The overall aim should be to leverage the operational capacities of the United Nations system in order to attend to the needs of developing countries, including middle-income countries. Ultimately, the challenge for the international community would be to strive for decency and integrity above mere ingenuity, to refrain from

exploiting poverty and from pitting humanitarian assistance needs against development needs. Instead, the international community should build bridges between the two, with a view to promoting the development and dignity of all societies and, through it, of all humankind.

58. **Mr. Krapp** (Germany) said that in order for the United Nations system to improve its capacity for coordination and collaboration with other stakeholders to meet the demands of the post-2015 development agenda, the full implementation of the quadrennial comprehensive policy review recommendations must be given priority. In light of the distressing surge in humanitarian crises, the United Nations development system would need to find new ways to transition from humanitarian relief to development and to support recovery processes. Strong partnership was needed between humanitarian and development actors to improve coordination, consistency and alignment. In that connection, his delegation welcomed such new approaches as that exemplified by the Syria Regional Refugee and Resilience Plan. It commended the United Nations development system on the progress achieved with regard to the resident coordinator system and urged all entities of the United Nations Development Group that were expected to contribute to the cost-sharing agreement to fully implement and monitor the centralized funding modality. The selection of a resident coordinator must be merit-based, and increased diversity in the process was welcome.

59. The positive reception of the "Delivering as one" approach by some programme countries and the release of standard operating procedures for those countries in August 2014 had been a major positive development. Moving forward, it would be essential for the standard operating procedures to be implemented at country level and for bottlenecks at the Headquarters level to be removed. While the harmonization of business practices was not an end in itself, integrated business solutions and common services in all areas of operation would be important tools for efficiency gains and savings at the country level. It was therefore distressing that progress on that front remained slow. Risk management practices, enterprise resource planning and common premises for United Nations country teams were important areas to consider with equal priority to that attached to procurement, human resources management and information and communications technology.

60. The widespread perception that the existence of different rules and regulations was the main factor preventing country teams from further harmonizing their business practices must be taken into account. Improving the capacity of the United Nations development system to collect and analyse data was key to the implementation of the post-2015 development agenda at all levels. The Millennium Development Goals monitoring process had led to an increase in statistical capacity and data availability, but more remained to be done. The post-2015 agenda included a better alignment of global monitoring exercises with national data availability. The high-level political forum on sustainable development would provide a platform to discuss the requirements for the establishment of an accountability framework.

61. His delegation welcomed measures taken by the United Nations development system to broaden the donor base but was concerned that a high proportion of funds continued to originate from a limited number of donor countries. It therefore encouraged institutions to further develop and enforce their resource mobilization strategies. In order to improve the funding base, Germany supported, inter alia, new approaches to streamline and simplify funding modalities. To that end, it recognized the importance of such funding instruments as the new "Delivering Results Together" Fund. Programme countries sought support from the United Nations in areas that required a coherent and efficient operational system, hence the need to further promote the concept of delivering as one and the harmonization of business practices. Doing so would ensure the continued relevance of the United Nations system based on its ability to provide coherent and integrated support to those countries.

62. Lastly, South-South cooperation, an important complement to North-South cooperation, had considerable potential to contribute to the implementation of the sustainable development goals. Germany actively promoted triangular cooperation, a useful link between North-South and South-South cooperation and an important component of the future international development architecture. It would be necessary to further strengthen systematic data collection and analysis of South-South and triangular cooperation in order to determine the forms of and conditions for cooperation most conducive to success. The United Nations Office for South-South Cooperation could play an important role in that regard.

63. **Ms. Nguyen** Phuong Nga (Observer for Viet Nam) said that United Nations funds and programmes should align their strategic plans with the priorities of the new development agenda and support programme countries in integrating the sustainable development goals into their development strategies. The United Nations development system should also continue to provide capacity-building assistance to developing countries to enable them to address the various development challenges they faced. In order to coordinate those efforts, the system must become more efficient, effective, coherent and responsive at all levels.

64. Her delegation called for the application of the standard operating procedures across agencies. It welcomed the increase in the number of programme countries implementing the "Delivering as one" approach, which had enhanced the Organization's capacity to provide those countries with coherent strategic and policy advice and technical assistance. For its part, Viet Nam continued to implement all components of the "Delivering as one" initiative and would soon be inaugurating a complex called Green One UN House, which would house all United Nations organizations in Viet Nam. That measure was expected to improve programme coordination of the United Nations country team, facilitate the use of common services and significantly reduce operating costs. In closing, her Government called on United Nations agencies, funds and programmes to take bolder steps at Headquarters level to support country-level progress, and urged donor countries to provide increased, predictable, non-earmarked funding to support the implementation of the "Delivering as one" initiative and United Nations operational activities in general.

65. **Mr. Beviglia Zampetti** (Observer for the European Union) said that the European Union welcomed the release of the standard operating procedures and reiterated the importance it attached to their prompt implementation by the entire United Nations development system. More needed to be done to ensure that all the pillars of the "Delivering as one" initiative were implemented equally, and to improve coordination between United Nations agencies and other partners. Given the success of the initiative, it should be scaled up going forward.

66. The European Union urged all funds, programmes and specialized agencies to implement and monitor the cost-sharing arrangement in support of the resident coordinator system, to ensure that the necessary resources were made available, and to create a greater impact at country level. Furthermore, the authority and legitimacy of resident coordinators should be strengthened in accordance with their mandates. The structured dialogues organized by the governing bodies of the United Nations development system on the financing of the development results set out in the entities' strategic plans were a welcome development and should be held on an annual basis. Efforts should also be made to broaden the funding base of operational activities for development.

67. The European Union welcomed the progress made towards implementing the recommendations of the quadrennial comprehensive policy review regarding gender equality and the empowerment of women and girls. In that connection, it called for the United Nations system to implement and report on the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women. Given that the post-2015 agenda would intensify the need for the United Nations system to be more coherent, efficient and effective, it was crucial to build on the progress achieved to date towards implementing the recommendations of the policy review. In that regard, the European Union welcomed the Council's ongoing dialogue on the longer-term positioning of the United Nations development system. It looked forward to contributing actively to discussions on how to ensure that the United Nations development system was fit for purpose to support the implementation of the post-2015 agenda.

Closing statement by the President

68. **The President** said that the Council's dialogue on the longer-term positioning of the United Nations development system provided Member States with a tool to renew the Organization's capacity to serve the countries that needed its support the most. With the United Nations development system at a crossroads, a transformative sustainable development agenda would entail a truly system-wide approach. The Organization would have to develop the capacity to shift seamlessly between specialization and integration in delivering its operational activities. Its field presence would also need to be tailored to the level of operational activities in programme countries. Moreover, the system would have to more effectively communicate the anticipated transformative impact of the new development agenda.

69. For the United Nations development system to be fit for purpose at country level, it would need greater flexibility and agility to respond to the changing development context. To that end, the system's capacity for coordination at the inter-agency and intergovernmental levels would need to be strengthened. The experience with the "Delivering as one" initiative showed that Governments in programme countries associated improved coordination with enhanced development effectiveness and greater national ownership of operational activities in the United Nations system. It was essential to ensure that the funding architecture of the operational activities of the United Nations system was effectively aligned with the post-2015 development agenda. The current fragmented architecture was not suitable for cooperation among the various entities in implementing the new agenda.

70. While the United Nations development system had made significant progress towards implementing the mandates established by General Assembly resolution 67/226 on the quadrennial comprehensive policy review of the system's operational activities, certain gaps remained. Reforms at Headquarters level were of particular importance, as was continued strengthening of the resident coordinator system in the remaining two years of the current policy review cycle. Gaining a deeper understanding of the expectations of Member States as to the system's role in advancing South-South cooperation would also be crucial. Lastly, as the demand for a policy advisory role for the United Nations development system was increasing in the post-2015 era, it would be necessary to strengthen the use of national capacities and systems in the delivery of operational activities. He concluded by thanking all the panellists, representatives of Member States and United Nations entities for their constructive engagement in the segment.

The meeting rose at 12.45 p.m.

United Nations E/2015/SR.14

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Summary record of the 14th meeting
Held at Headquarters, New York, on Wednesday, 4 March 2015, at 3 p.m.

President: Mr. Oh Joon (Vice-President) .... (Republic of Korea)

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Adoption of the agenda and other organizational matters (*continued*)

Elections, nominations, confirmations and appointments

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In the absence of Mr. Sajdik (Austria), Mr. Oh Joon (Republic of Korea), Vice-President, took the Chair.

The meeting was called to order at 3.10 p.m.

Adoption of the agenda and other organizational matters (*continued*) (E/2015/L.4)

Draft resolution E/2015/L.4: Membership of the Economic and Social Council in the Organizational Committee of the Peacebuilding Commission

1. **The President** said that the draft resolution had no programme budget implications. He took it that the Council wished to adopt the draft resolution without a vote.

2. *Draft resolution E/2015/L.4 was adopted.*

3. **Mr. Khiari** (Tunisia) said that his delegation supported the adoption of the draft resolution but wished to reiterate that when electing members to the Organizational Committee of the Peacebuilding Commission, the Council should take into account the member States directly concerned by the activities of the Commission, including African countries.

Elections, nominations, confirmations and appointments

Organizational Committee of the Peacebuilding Commission

4. **The President** invited the Council to elect, in accordance with the resolution just adopted and pursuant to Council resolution 2008/38, seven members of the Organizational Committee of the Peacebuilding Commission for a term of office ending on 31 December 2016. South Africa had been endorsed by the Group of African States, Nepal and the Republic of Korea by the Group of Asia-Pacific States, Croatia by the Group of Eastern European States, Brazil and Trinidad and Tobago by the Group of Latin American and Caribbean States and Italy by the Group of Western European and Other States. He took it that the Council wished to elect the candidates proposed by acclamation.

5. *Brazil, Croatia, Italy, Nepal, the Republic of Korea, South Africa and Trinidad and Tobago were elected members of the Organizational Committee of the Peacebuilding Commission by acclamation.*

Executive Board of the World Food Programme

6. **The President** said that Panama had resigned its seat on the Executive Board of the World Food Programme. Guatemala had been endorsed by the Group of Latin American and Caribbean States to complete its term of office, which would expire on 31 December 2017. He took it that the Council wished to elect Guatemala by acclamation.

7. *Guatemala was elected to the Executive Board of the World Food Programme by acclamation.*

The meeting rose at 3.20 p.m.